

JOURNAL

of the

AMERICAN ASSOCIATION
of COLLEGIATE REGISTRARS

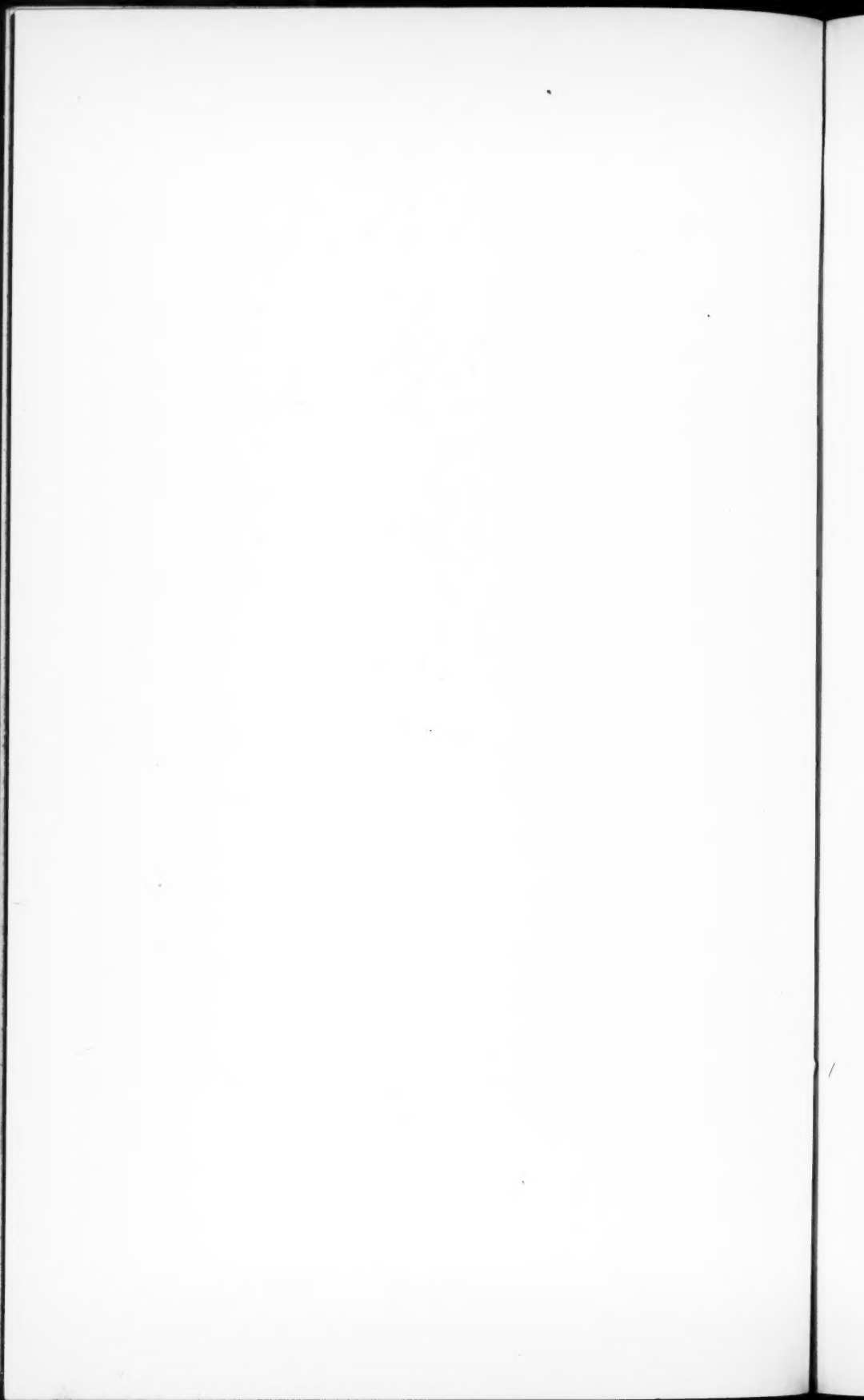


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• CONTENTS •

EDUCATION IN A WORLD OF UNCERTAINTY . . . <i>Bernard Iddings Bell</i>	401
ENROLLMENT TRENDS IN HIGHER EDUCATION . . . <i>John Dale Russell</i>	413
AN APPROACH TO SOCIAL TECHNOLOGY <i>David H. Dingilian</i>	432
CHINA'S UNIVERSITIES IN WAR AND PEACE <i>Maurice Votaw</i>	442
THE TEACHER SHORTAGE IN HIGHER EDUCATION <i>Ray C. Maul</i>	452
THE IMPACT OF INTERNATIONAL RELATIONS ON HIGHER EDUCATION <i>Ben Cherrington</i>	464
THE ADVISORY SERVICE OF THE COMMISSION ON ACCREDITATION <i>Floydine D. Miscampbell</i>	471
THE GOVERNMENT AND ADMINISTRATION OF HIGHER EDUCATION: WHENCE AND WHITHER <i>W. H. Cowley</i>	477
THE GOBBLE-DE-GOOK IN THE ADMINISTRATION OF VETERANS' AFFAIRS <i>S. L. McGraw</i>	492
THE NATIONAL CONFERENCE ON UNESCO, PHILADELPHIA, MARCH 24-26, 1947 <i>Ernest C. Miller</i>	502
WORKSHOP A	
I. OFFICE ORGANIZATION <i>Ralph Prator</i>	508
II. BUSINESS MACHINES IN REGISTRATION <i>Robert S. Linton</i>	512
III. THE COLLEGE-LEVEL TESTS OF GENERAL EDUCATIONAL DEVELOPMENT <i>J. Anthony Humphreys</i>	519
IV. TRANSCRIPTS FROM TRANSIENT AND NON-DEGREE STUDENTS <i>Leo M. Hauptman</i>	526
WORKSHOP B	
I. REGISTRATION PROCEDURES <i>William F. Adams</i>	530
II. EVALUATING CREDENTIALS OF FOREIGN STUDENTS <i>Arthur F. Southwick</i>	534
III. COUNSELING <i>J. R. Sage</i>	539
BUSINESS SESSIONS	542
EDITORIAL COMMENT	572
DELEGATES AND GUESTS, THIRTY-THIRD ANNUAL CONVENTION, DENVER, COLORADO, APRIL 21-22-23-24, 1947	574
REPORTED TO US	586
DIRECTORY OF REGIONAL ASSOCIATIONS	594
EMPLOYMENT SERVICE	596
INDEX	597

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Photograph by Bradford Bachrach

CARRIE MAE PROBST, 1947-1948

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Education in a World of Uncertainty

BERNARD IDDINGS BELL

I

IN THE first place it would be well, I am quite sure, that we who concern ourselves with education should realize, fully and courageously, that the civilization in terms of which we are called upon to do our work is not only in a state of flux but in a perilous nearness to one of the great debacles which mark the ending of eras in human development and the birth of new eras. So utterly is this true that it is difficult not to agree with Mr. Justice Jackson, who declared in his summing up at the Nürnberg trials that, barring some extraordinary, almost miraculous change in the temper of the modern mind, the twentieth century, now half gone, will be recorded by historians of a thousand years hence as the most bloody, the most destructive, the least conducive to social safety, the least productive of human happiness, of any century in the long record of humanity; and that it is entirely possible that before the twentieth century is over we shall so have destroyed modern civilization as to have reduced man's doings to a mere survival basis like that in the Dark Ages which succeeded the collapse of the Roman empire.

Mr. Jackson is not a man in a panic, not given to rhetorical exaggeration; nor is he alone in his analysis. Many of the most thoughtful of social analysts, such men as Toynbee and Gurian and Niebuhr and Berdyaef and Tawney and Nef, scores too of lesser but trained observers of human behavior in the past and now, say much the same

thing as does Mr. Jackson. Modern civilization is sick unto death. Most dangerous of all, modern Society is for the most part unaware that its disease is deadly; rather it is persuaded that the troubles of Society may be cured by political chiropractic and economic poultices and nostrums, aided perhaps by persistent wishful thinking. Even thoughtful people in this modern world are for the most part either ignorant of our perilous state or else afraid to face the alarming realities inherent in the contemporary human situation.

This is true not only of the citizenry generally but also of those who are engaged in education. Back of the books on education which I read and the addresses on education to which I listen and the allegedly improved methods and practices in education which I observe, is usually an assumption that human development is going to go on in a leisurely and evolutionary manner, under guidance that has time to be cautiously experimental. This assumption is fantastic in the light of what has happened in the last fifty years, in the light of what is happening day by day. We are, rather, even now in the midst of revolution, revolution rapid and unprepared for, revolution in realms economic, aesthetic, political, international, moral (or immoral), religious (or anti-religious). I am not saying that this revolution is good or bad, beneficial to man or tending (in C. S. Lewis' phrase) to the "abolition of man"; I am merely pointing out that we are in the midst of revolution increasing in momentum, violence, intensity. It is a revolution which cannot be stopped by argument, or much advanced by argument, or directed by argument, for the simple reason that, like all revolutions, ours is not primarily rational but rather emotional, intolerant, prejudiced, nihilistic.

The first World War was irrational; the alleged peace which followed it was even more irrational; still less rational was the second World War; less rational still, especially since this is the Atomic Age, are the monkeyshines which we humorously call "making the peace". I could go on and give instances from a half-dozen other major fields of human activity; there are other things to consider.

It is necessary, if we are to know what is involved in *Education in a World of Uncertainty*, that we realize the catastrophic nature of the uncertainty; that we understand this well enough to stop fooling around with methodological procedures and organizational revampings and curricular tinkering as a substitute for facing basic difficulties. It is required of us who would be esteemed educators that

we begin to perceive wherein we have helped modern man so grievously to misunderstand himself that he squanders and destroys the civilization which is his patrimony. It is required that we begin to confess that it is we who are mostly to blame for the undeniable fact that modern man is incompetent to save Society from continuous disintegration. The world today, the world from which our students come, and our instructors, and ourselves for that matter, is a world emotional, hysterical, impatient of reason, intolerant—and afraid. My first point is that we had better recognize the revolutionary facts and stop fiddling while Rome burns. Ours is no time for half measures, cautious compromises, hesitant experiments. This is my first suggestion.

II

My second suggestion I can perhaps best introduce by a quotation. Sir Richard Livingstone, vice-chancellor of Oxford University, in a lecture delivered at the University of Toronto last year said: "To know what it desires to be is the problem about which the modern world is most uncertain and to which (apart from certain groups and individuals) it pays least attention."

The modern age of course desires that men and women shall be happy—all ages wish that; but it devotes little or no attention to a consideration of what it is that makes people happy. In consequence it pursues ends too easy and too obvious, ends which do not conduce to true and abiding happiness, ends the pursuit of which cannot result in other than disillusionment, discontent, fretfulness, rebellion against life, conflict between frustrated men, frustrated classes, frustrated nations. Modern man—because he is man—longs for the good life, desires it passionately; but he does not know what the good life may be. It is in an atmosphere of aimless inadequacy that we educators live and move and have our being, most of us as confused as the rest of mankind about the nature of the good life.

Some things our universities and colleges do quite well. They do a decent job with training in technology, the handling of machinery of production and transportation, machinery of human organization. They are not half bad in giving the boys and girls a smattering of literature, snips of history, tidbits from the philosophers,—quite enough of these for them to chatter superficially and get by. Our universities and colleges are proficient—and this is about the best thing about them—in imparting to a few emerging scholars some consid-

erable knowledge of facts and processes in this, that or the other specialized field. We are, with those few, pretty good at encouraging erudition. But I would respectfully submit that none of these things, good as it is in itself, nor all of them put together, constitutes the real business of education.

Perhaps I may be permitted another quotation, this one from memory. In 1903 I was one of a group of Freshmen who entered the University of Chicago. We were put through what I believe is now called "orientation"; in other words, we were exposed to a certain amount of good advice in the hope that a little of it might register. One thing did, with me anyway. There stood before us the President of the University, Dr. William Rainey Harper, and this, almost word for word, is what he said:

"Young gentlemen, you have come here in hope of furthering your education. If you are to do this it would be well that you have some idea of what an educated human being is. If you do have this, you will know what we aim at here, what this institution exists to assist you to become. An educated man is a man who by the time he is twenty-five has a clear theory, formed in the light of human experience down the ages, of what constitutes a good life, a satisfying life, a significant life, and who by the age of thirty has a moral philosophy consonant with that racial experience. If a man reaches these ages without having arrived at such a theory, such a philosophy, then no matter how many facts he has learned or how many processes he has mastered, that man is an ignoramus and a fool, unhappy, probably dangerous. That is all. Good afternoon."

It is precisely in respect to this, which not only Dr. Harper but all the greatest thinkers about education since Plato have insisted is fundamental to education, that the modern American college and university fails. We assist next to nobody to discover what in the light of age-long experience the would-be wise man must try to become. By our grievous failure to attend to this which is our chief business, we graduate into the citizenry throngs of muddle-headed men and women many of whom might, if they had not been submitted to our malpractice, have turned out to be truly gay and happy people, understanding and effective benefactors of the race. Instead we eject into society blind men to lead the blind, till both fall into the ditch. We do not produce men and women competent to live: we are content to produce technicians. What is a technician? "A technician is a man who under-

stands everything about his job except its ultimate purpose and its place in the order of the universe." (Sir Richard Livingstone)

This grotesque missing of the point in education is modern. Take a look at higher education in the not too distant past. Sixty years ago the curriculum of every college in America was centered around a basic study of Moral Philosophy. In that respect we were then in accord with what the human race has always known to be central in education. The abandonment of such centralization in our colleges has been not only sudden and unprecedented in history; it is now of a near completeness that is startling. A poll of American institutions of higher learning made a couple of years ago revealed that of all the hundreds of thousands enrolled in our colleges, universities and normal schools, 96 per cent devote no time whatever from matriculation to graduation to any systematic study of Ethics, the Science of the Good Life. (As a matter of fact, less than 10 per cent study Philosophy in any of its forms.) They do indeed study a good deal of a certain stuff called Civics, the result of which is usually to persuade them that patriotism is the supreme virtue and that whatever is in our America, is morally right; that what seems to our people speciously expedient, is ethical. They do pick up a wee modicum of morals, inspirational and unorganized, from the English department, and another small bit, usually of a pseudo-scientific variety, in the department of Sociology. That is about all they get in the ethical line. Such an impressionistic approach to man's chief problem is fantastically inadequate—yet only four out of every hundred got anything better.

No wonder the age is an age of uncertainty. We are a people who do not know what we desire to be. We are tremendously busy going round and round, with greater and greater agility, in dizzying circles.

Ours is, in short, an age of moral illiterates. The few, on campus or out in the world, who persist in seeking "a moral philosophy consonant with human experience", the few who know that more important than where humanity came from or where humanity may be is the question of whither humanity is trying to go and why, the few who understand that, as of all things else so of a human being, the nature of the thing is in the end toward which it moves—these are academically regarded as survivors of an out-grown past. They are tolerated, as religious people are also tolerated. They are indulgently allowed to follow their odd bent provided they let curriculum and administration alone; they are plainly made to feel that they are

definitely out of step with university proprieties in this technological era. Because ours is an age of moral illiterates, it is an age of incompetents. It is we who have helped to make it so, we administrators of Education; it is we who help to keep it so, to the race's peril.

Unguided toward the ends of life which man down the ages has discovered to be the true ends of life, the products of our academic craftsmanship have been left to pursue ways toward happiness that produce only an inferior sort of happiness, ways toward peace which engender ever deeper conflicts, ways toward significance which result in unreasoning conformity and live in mediocrity of human stature. They live for money. They live to be amused. They live to coerce others. They live for applause. In other words, they live like children, children too old to spank, children incompetent in self-direction, children lost in a bewildering and cruel forest, afraid of the beasts that prey, tempted to abandon human stature and themselves to join the wolfish bands.

My second suggestion, then, is that we had better stop talking about American colleges and universities as educational institutions until we restore to them the primacy of moral philosophy, that if this is an age of uncertainty, then (unless we are content to bog down with the age and die with it) we educators had better set about helping the next generation to discover what life is all about. We must move quickly in this direction, radically, revolutionarily. There is not time to waste. The atomic scientists give us not ten centuries or ten generations or ten decades but at the most ten years.

III

My third suggestion is that most of the current controversy between advocates of liberal education and advocates of vocational training is beside the point. Obviously a man must both earn a living and live. He must bear his share of the labor of the world; but *merely* to do this is not the proper end of man. The true goals of man are to taste of the goodness, the rich flavor of life; to contemplate greatness and as best he can to imitate, if possible to excel, the worth-while human beings of the past; to arrive at meaning; to seek truth and create beauty without thought of other reward than is intrinsic in truth and beauty; to love not so much in hope of being loved as for the joy of loving; to become and be rather than merely to do. The true aim of education must consist in learning *both* how to do a reputable job *and also* how to be a man.

Liberal education, which has to do with being, and vocational training, which has to do with doing, are not only inseparable but also interdependent. One's vision of meaning is colored by the effectiveness of one's creative activity. Conversely, one's labors have meaning and effectiveness only as one comes to perceive their place in cosmic process, their relationship to the ends that are essentially human. It is wicked so to concentrate on liberal education as to produce incompetent dreamers. It is equally wicked to rely on vocational training, uninterpreted, to turn out men and women of understanding and wisdom. Liberal education and vocational training are two aspects of one task; neither must crowd out the other, disdain the other.

Recognition of this dual necessity and this mutual value cannot make us of today other than uncomfortable, for as a plain matter of fact we have gone in for overemphasis on vocational training so dangerously as almost to ignore the claims of unifying interpretation. Current education is lop-sided to the point of absurdity. There was a time, perhaps, when American education too much ignored the educative value of man's labors, the necessity of their being skillfully mastered and pursued. Our danger now is that we have become so intent on skillful and creative labors that we ignore almost everything else.

Many of us realize this. The new plans at Harvard, Chicago, Yale, dozens of other universities, are attempts to rectify the lack of balance. Those plans must be implemented, and similar ones devised and implemented everywhere. The time must come when no one will receive a bachelor's degree until he is adjudged equipped to do some useful job, expertly to manipulate words or ideas or acts or machines with a craftsman's pride in his work. Equally I long for the day when no one will be given a bachelor's degree who cannot show a perception of what it means to be a human being, an appreciative understanding of human greatness and goodness, a knowledge of what those were like who have risen from the ruck of men and women in any and every generation to become the honored, the revered, the beloved of them that come after.

The studies which initiate into this knowledge of human greatness and goodness are history, the arts and particularly literature and more especially poetry, biography, religion, philosophy,—science too, but science as a discipline pursued for love of truth and love of man, which is not the way most science is being taught today. It seems not too much to ask that at least half of an undergraduate's time be devoted

to these interpretative disciplines. Nor should they be regarded as "prerequisites" for more practical studies—something to be gotten out of the way in the Junior College so that the really important business may begin. Side by side they should stand with vocational studies through the whole course, the two respecting one another, ennobling one another.

The very fact that we even speak of a possible, not to say actual, conflict between liberal education and vocational training, is a measure of our inadequacy in respect to academic purpose, an evidence that in this world of uncertainty and confusion we pedagogs are not the least uncertain and confused.

IV

My fourth and last suggestion is that if we would resume this nearly abandoned educational task we must be prepared to oppose the present demands of a flattered Prince Demos.

One of the most profoundly true catchphrases of the moment is that coined by Mr. Henry Wallace when he said "This is the Century of the Common Man." This dictum is not, however, so inevitable in implications of good as Mr. Wallace and many others seem to suppose. It does not follow that because the Common Man has suddenly been lifted into power he is thereby automatically made competent properly to exert power. It is, alas, true that until lately the Common Man has been the servant of the gentleman. It is, alas, true that the gentleman has often exploited the Common Man whom he was called upon to take care of. But it has also been true that the gentleman has undergone an educational discipline prerequisite to sound government, what is commonly called "a liberal education". Sometimes it was handed him on a platter as in the case of Mr. Jefferson and the Adams family and sometimes it was gained against heroic odds as in the case of Mr. Lincoln. Meanwhile the Common Man has had only "servile training", i.e. training in technology.

Thanks to the Power Machine and its consequences, the servant has become almost overnight not only equal in social authority to his former master but by sheer weight of numbers his controlling superior. When Common Men were thus suddenly emancipated what they needed, if they were to meet their new responsibilities, was such education as would enable them to understand what hitherto only the controlling classes had been encouraged to try to understand, namely the

nobler and wiser aims of man, man's visions of true greatness, the ethical foundations of a sound Society. To have given the Common Man facility in such matters would have been truly "democratic education". It would have lifted the Common Man into the stature of the Free-man, the Citizen-man, the Liberal-man, the Gentleman.

Instead of this, we said to the newly freed Common Men: "You are now the equal of Liberal Man, not only in authority but in understanding. You have next to nothing new to learn. We shall simply make you better technicians, more efficient artisans; and as far as we can we shall see to it that all the gentlemen's sons are forced to become your fellow-artisans—slaves to process, slaves to method, slaves to things. The specially trained for government shall govern you no more. You shall govern yourselves and all other men too, having never learned the wisdom necessary for government." In effect this has been our message. No wonder "the Century of the Common Man" is "a time of uncertainty".

This ridiculous thing, this unjust and monstrous thing, is what we have done. Ours is not only the century of the Common Man; it is the century of the uneducated Common Man, of the Common Man unskilled in the art of living, of the Common Man incompetent either to rule or to be ruled, the creature of demagogues or dictators in respect to his politics; a Common Man encouraged in blatant vulgarity, ill-mannered, boorish, unsure of himself. Ortega y Gasset once called him "the Vertical Intruder", the barbarian who has invaded civilization from the servants' quarters in the basement and plays havoc with the salon. If only when he broke through we had said, "Welcome! Now you are here, we shall teach you not merely to own the palace but also how to get the most out of living in it." Instead of that, we turned the palace over to the Common Man without introducing him to the amenities of the drawing room and encouraged the poor devil to muck around in it without having learned how to enjoy it.

Society has thus played the Common Man a dirty trick, to which we who control Higher Education have been a party. We have obediently vulgarized our institutions in accord with pseudo-democratic subterfuge. We have been too blind or too venal to insist that we loved the Common Man enough not to deprive him of his new birthright, not to buy it in from him with a mess of servile pottage.

In this connection I am moved to quote a perceptive paragraph from Arnold Toynbee's *Study of History*. He is Research Professor of Inter-

national History at the University of London and Director of Studies in the Royal Institute of International Affairs. His vastly important many-volume book has lately been boiled down by D. C. Somervell into a one-volume version which has been widely and favorably reviewed and which enjoys a large sale among thinking people at the moment.

There is, he says, "inevitable impoverishment in the results of education when the process is made available for the masses at the cost of being divorced from its traditional cultural background. . . . Our mass-produced intellectual pabulum lacks savour and vitamins. A second stumbling-block has been the utilitarian spirit in which the fruits of education are apt to be turned to account when they are brought within everybody's reach. Under a social regime in which education is confined to those who have either inherited a right to it as a social privilege or have proved a right to it by their exceptional gifts of industry and intelligence, education is either a pearl cast before swine or else a pearl of great price which the finder buys at the cost of all that he has. In neither case is it a means to an end, an instrument of worldly ambition or of frivolous amusement. . . . The bread of universal education is no sooner cast upon the waters than a shoal of sharks arises from the depths and devours the children's bread under the educator's very eyes. . . . If the people's souls are to be saved, the only way is to raise the standard of mass-education to a degree at which its recipients will be rendered immune against at any rate the grosser forms of exploitation and propaganda."¹

Well, we are where we are. The gentleman no longer governs. The masses do not govern either; they have not been taught how to govern or even to look upon government as much more than a dispenser of lollipops and toy-balloons. But there must always be government and governors. Therefore, to fill the vacuum created by the demise of the gentleman ruler, comes the demagogue with slogans, sophistical rhetoric, parades, pseudo-patriotic bombast, ridiculous promises of much for nothing. We have Hitler's hullabaloo and Stalin's imperialism. We have nearer home the Atlantic Charter and the charter of the United Nations (*cum veto*). None of these would have fooled for a moment the members of the ruling classes in former days. They would not have fooled the Common Man of today had we bothered

¹ Arnold J. Toynbee, *A Study of History*, abridged by D. C. Somervell. New York: Oxford University Press, 1947.

to educate him. They have all been clamorously applauded by the gullible mob, who have tossed their dry-cleaned, mass-produced nightcaps in the air to the political profit of the shrewd authors thereof.

Nor is it those disciplined to discriminate who determine any more the standards and performance in the arts; these are now controlled by sordid manipulators of a mob which has not by education been assisted to arrive at judgment about Beauty. Our ears are deafened and eyes insulted by monstrous ugliness venally created and mass-distributed: by Book-Clubs, by pulp-magazines, by radio chains, by that prostitution of the drama which hails from Hollywood. Even our noses are insulted by plenitude of expensive cosmetics and our sense of taste afflicted by a degeneration of American cookery.

Is the Common Man capable of better things than these? He once was; he may become so again; at present he is not. In his degradation he stands as a reproach to our education, particularly to that higher education which sets the pattern to be followed in the lower brackets. The Common Man looks us in the eye and sings: "You made me what I am today; I hope you're satisfied." The worst of it is, a lot of us *are* satisfied.

My fourth suggestion, then, is that precisely to the extent that we really do believe in Democracy we who have to do with educational policy and administration, for the good of society and for the honor of our craft, must rescue the Common Man from over-absorption in the servile crafts and help him to try to become the gentleman he potentially is but actually is not. Otherwise, with relentless inevitability the Century of the Common Man will end in a worse enslavement of the Common Man than any he has ever known before. There is this consideration to encourage us toward resuming our educational function, namely that when colleges and universities do begin to offer to the Common Man's sons and daughters disciplines based upon the assumption that they are meant to be gentlemen and ladies rather than well-oiled cogs in a machine, we shall meet with their approval and delight. The Common Man is not nearly so content with what we dish out to him as many of us are cynical enough to believe.

RECAPITULATION

I have tried to make the following points:

1. The world is in the grip of revolution; there is no time for easy-

going gradual improvement in education; we must move swiftly and radically.

2. No higher education is worth much in which Moral Philosophy, consideration of what is the Good Life, is not the study around which all the rest revolves.

3. No education is worth much which is not *both* liberal *and* vocational, both activist and interpretative; right now we have obscured to the point of near vanishment the liberal elements thereof, the interpretative elements.

4. We have betrayed the Common Man by pushing upon him responsibility to control politics and the arts without preparing him to have perception of values; to the extent we have been thus negligent we have contributed and continue to contribute to degradation of the arts, to the dehumanizing of man both Common and Preferred, to the rise of demagoguery and propaganda-induced dictatorship.

Enrollment Trends in Higher Education

JOHN DALE RUSSELL

A QUESTION that is in the minds of almost everyone in higher education today is the probable trend of enrollments. I need not dwell extensively on the situation for the current year which, as you well know, has crowded most institutions of higher education far beyond their rated capacities. The Office of Education reported in a Statistical Circular, dated November 20, 1946 (SRS-21.3-116) that the total number of full-time and part-time college-level students attending in the second week in the autumn term or semester in 1946 was 2,078,095. This was more than double the number attending at the corresponding time in the preceding year, and 50 per cent more than the peak enrollment at the same date in any previous year. Just a little more than half of these students were veterans. The total enrollments for the regular academic year (excluding summer) are estimated to be 2,354,000.

About half of the students and considerably more than half of the veterans attending this year were in the 131 institutions classified as universities and large institutions of complex organization. Colleges of arts and sciences enrolled 22 per cent of the total students. The separate technical and professional schools enrolled about 10 per cent; teachers colleges and normal schools enrolled about 7 per cent; junior colleges had 9 per cent; and institutions for Negro students accounted for slightly less than 3 per cent. With the exception of teachers colleges almost every established institution this year has accepted a larger number of students than its normal capacity.

That our colleges and universities have been able to care for the enormous expansion in enrollment this year is a great credit to their diligence and ingenuity. Just now, having cared somehow for the 1946-47 crop of students, they are anxiously looking ahead to the autumn of 1947 and to the years beyond that.

Before we attempt any glimpse into the future perhaps it would be well to take a look at the past history of enrollment trends in the institutions of higher education in the United States. The accompanying table gives the number of men students, women students, and the total enrollments from 1900 to the present.

You will note that total enrollments increased from less than a quarter of a million in 1899-1900 to approximately 11½ million in 1939-40. This was a six-fold increase in a period of 40 years. Men students have always outnumbered women students during the years shown in the table, with the exception of the recent war period, yet the rate of increase of women students between 1900 and 1940 was greater than the rate of increase for men.

There is a natural tendency to assume that the trends of enrollments in previous years gives an important clue to the probable future enroll-

TABLE I
COLLEGE ENROLLMENTS IN THE UNITED STATES, 1899-1900 TO
AUTUMN OF 1946*

Year	Men	Women	Total
1899-1900	152,254	85,338	237,592
1909-1910	214,648	140,565	355,213
1919-1920	314,938	282,942	597,880
1929-1930	619,935	480,802	1,100,737
1931-1932	667,181	486,936	1,154,117
1933-1934	615,720	439,640	1,055,360
1935-1936	709,672	498,555	1,208,227
1937-1938	803,893	547,012	1,350,905
1939-1940	893,250	600,953	1,494,203
1941-1942	818,559	585,431	1,403,990
1943-1944	578,948	576,324	1,155,272
Autumn 1945	371,000	581,000	952,000
Autumn 1946	1,417,595	660,500	2,078,095

* Data from 1899-1900 to 1941-1942 taken from *Statistics of Higher Education, 1939-40 and 1941-42*, Table 1, page 33. Data for 1943-44 from *Statistics of Higher Education, 1943-44* (in press). Data for autumn of 1945 and 1946 from U. S. Office of Education Statistical Circular, SRS-21.3-116, November 20, 1946.

ments. Previous trends undoubtedly are better than a simple guess as a basis for making a prediction of the future. Nevertheless, the prediction of future trends, even with the most refined types of projection based upon previous trends, offers considerable hazards. To illustrate the hazards of such predictions I wish to refer to studies that have been published by two different students of the problem.

The *Annals* of the American Academy of Political and Social Science devoted its January, 1944 issue to a symposium on the general subject "Higher Education and the War". A large number of writers contributed articles to this issue, including your present speaker, who wrote on "Problems and Prospects of Post-War Financial Support."

Among the articles in that symposium was one by Roland S. Vaile, Professor of Economics at the University of Minnesota, who discussed the subject "Enrollment After the War." After presenting in his article exactly the same data that I have exhibited in the preceding table (up to 1938), Professor Vaile came to the remarkable conclusion that enrollments in higher education would reach a peak of 1,750,000 by the year 1948. He cautiously suggested, furthermore, that "the general shape of the curve suggests that a total as large as 1,750,000 might never be reached." As a hedge in the other direction he states, "it is possible, of course, that the estimated figure (1,750,000) will be reached before 1948, the exact date depending on the end of the war and other factors already mentioned." I have not seen any comment by Professor Vaile explaining how the actual 1946 enrollments happen to be so far beyond the total that he prophesied for 1948.

A second estimate is in a recently published book by Mr. T. L. Hungate, Controller of Teachers College, Columbia University, entitled "Financing the Future of Higher Education." Hungate gives some estimates of future enrollment trends as a basis for figuring the amount that will be needed for the financial support of higher education in the future. This book was published late in 1946. He estimates, on the basis of an empirically derived mathematical formula, that enrollments in higher institutions will reach 1,908,400 by 1950; he projects increases up to 1965 which reach a grand total at that date of 2,393,500. The actual enrollments for 1946, which, unfortunately he did not have available at the time he wrote his book, are approximately the same as the total that he prophesied would not be reached until 1960.

These references to prophecies by other investigators are not made with any attempt to disparage their wisdom or foresight. I am citing them only to show how humble we must all feel when we begin to make forecasts of probable future enrollment trends.

FACTORS TO BE CONSIDERED IN PREDICTING FUTURE ENROLLMENTS

A sensible method of making a prediction of future enrollments seems to require a review of the various factors that are likely to affect the number of people going to college. I shall first enumerate a few factors that seem to be directed toward increasing the number of students and then I shall mention some that may work in the opposite direction.

The most significant factor at the moment is the number of veterans who will want education. Slightly more than a million veterans were enrolled in the institutions of higher education in the autumn of 1946. The evidence is that these million are only a fraction of the number who will eventually enroll. The Veterans Administration has recently reported that 40 per cent of all veterans have applied for and have received certificates of eligibility for education under Public Laws 16 and 346. Total applications at the end of February were reported to be 5,842,290. Furthermore, the Veterans Administration is still issuing certificates of eligibility for education. Every man and woman now in the armed forces, and all who will enlist in the armed forces under present regulations, will be entitled to educational benefits upon their separation from the service.

We must note also that the figures on veterans now enrolled are not inclusive of all veterans, but only the veterans who are getting educational benefits. We know there are considerable numbers of veterans who are saving up their eligibility for later education while they get some free education at the secondary or junior college level.

It must be remembered that a large number of the veterans will take on-the-job training and many others will enroll in schools of a non-collegiate level. Our own estimate is that in addition to the million veterans enrolled in colleges and universities last autumn, there will be another $1\frac{2}{3}$ million who will enter college-level institutions. Most of the veterans have earned the right to three or four years of education. Under present regulations, they have nine years after the end of the war or after the date of their separation from service, whichever is later, to complete their education—and the end of the war has not yet been declared. No one knows what action may be taken later by Congress to extend the time during which veterans may obtain their educational benefits. There are measures before the Congress at present to extend this time.

In making estimates concerning the probable number of veterans who will be in college it must be remembered that the general experience this year indicates that veterans are being retained in college better than students in previous years. Their mortality or "attrition" is at a much lower rate than the normal experience among civilian students.

It is important to get some kind of a picture of the total load that will probably be imposed on institutions of higher education by the

educational program for veterans. The number of veterans who will take advantage of their educational benefits may be conservatively estimated at one-third of the total number who are eligible. Probably a little more than half of those who do enter upon a training program will go to colleges and universities in this country; the remainder will take on-the-job training, or will enter secondary schools, trade schools, or some of the many kinds of non-collegiate training enterprises that are making a strong bid for the registration of veterans; and some will go to schools in foreign countries. We estimate the average length of time veterans will remain in college at three years. These estimates lead to a calculation of approximately 8,000,000 student years as the load that the veterans' educational program will impose on our institutions of higher education in this country. This load of 8,000,000 student years will probably be spread over a period of at least ten years, beginning in 1946, and will probably reach its peak in 1950 or 1951.

There are some who are inclined to believe that the demand for education by veterans will fall off rapidly after reaching a peak during the current year. They base their opinion on the fact that the veterans are considerably older than normal students and will therefore probably want to get into jobs where they can assume normal adult responsibilities as quickly as possible. Thus far, the evidence does not indicate that this attitude is going to reduce significantly the total demands of veterans for education. Whether it will begin to show up in the next year or two is a question which no one can answer with certainty at present.

Just to indicate how greatly the estimates of veterans' enrollments can differ I would like to refer to figures submitted to me in a recent communication by Dean C. E. Partch of Rutgers University. Instead of the 8,000,000 student-years which we estimate as the total load of veteran students, he arrives at a figure of 22,900,000, almost three times the number in our estimate. The basis of his estimate is the percentage of veterans of World War I eligible for training who actually entered upon training. You will recall that eligibility for educational benefits for veterans of World War I was limited to vocational rehabilitation for those who were disabled. The number of eligibles was, of course, relatively small, less than one-third of a million. Dean Partch states that 54.4 per cent of the eligible veterans of World War I took advantage of the opportunities for training. He then assumes

that this same percentage of the entire group of World War II veterans will enter upon training. Furthermore, his figures for the number of eligible veterans are larger than any I have been able to find. His estimate of the percentage of eligibles who will actually enter upon training is much larger than I am willing to forecast. For some reason, he apparently assumes that *all* who are eligible for training will attend colleges and universities, neglecting the many types of training other than higher education which are attracting the veterans. His estimate of the average length of time in training, based on the experience in World War I, is 27.85 months, only a little more than our estimate of three academic years. Using the data indicated, he arrives at his estimate of a total of 22,900,000 student-years as the educational load to be imposed on the colleges and universities by the veterans' educational program. By comparison with this estimate of Dean Partch, our estimate of 8,000,000 student-years seems extremely conservative. Only time will tell which of us is the better prophet.

HIGH SCHOOL GRADUATES

A second factor affecting future enrollment trends is the increasing number of high school graduates. At the outset of the war, 73 per cent of the young people of high school age were actually in school. The number was reduced considerably during the war, but enrollments in the secondary schools are again increasing rapidly, even in the face of opportunities for employment that are far beyond those normally available in peacetime. It seems also that the percentage of young people who stay on in high school until they are graduated is definitely increasing. Some have estimated that within a short time we shall see as many as 80 per cent of the young people of high school age actually graduating from high school. This will increase considerably the potential candidates for entrance to college. If the colleges and universities offer educational opportunities that are attractive, and if these institutions have the capacity to care for additional students, there is every reason to believe that the proportion who continue their education beyond high school might be increased considerably.

SOCIAL ATTITUDES TOWARD EDUCATION

The third factor affecting enrollment trends is the general tendency that is developing in our society to look upon some college experience

as a part of the necessary education for young people. In other words, going to college is tending to become a part of the cultural pattern in the United States, just as going to high school began to be the accepted pattern two or three decades ago.

If you will plot college-level enrollments from 1933-34 to 1939-40, on a time series chart, as given on the preceding table, and then lay a ruler down on these points and note where the ordinate for 1950 would intersect this projected line, you discover that the figure is an enrollment of 2,200,000. In other words, if there had been no war and no veterans with educational benefits, and if trends between 1933-34 and 1939-40 had continued at the same numerical rate of increase for the next decade, there would have been 2,200,000 students in our higher institutions in 1950. If you will plot the college-level enrollments all the way back to 1900, however, you will find that the line takes a form of an accelerating curve. This suggests that the straight line method of projection used in reaching the figure of 2,200,000 is too conservative. If the curve for enrollments between 1900 and 1930 is projected to 1950, an enrollment of more than 3,000,000 would be predicted for that year. All this is simply a numerical way of saying what we all know, namely that going to college is becoming more and more a standard pattern for young people in our society, much as going to high school became a pattern two or three decades ago.

The comparison with trends in enrollments at the secondary level is enlightening. In 1910 about 15 per cent of the young people of high school age were attending school. This is almost exactly the same as the percentage of college-age youth who were attending college in 1940. In the 20 years between 1910 and 1930 the percentage of high school age population who attended school increased $3\frac{1}{2}$ times, and in the 30-year period from 1910 to 1940 the percentage increased almost five-fold. A similar development in the next two or three decades in higher education is no more impossible nor improbable than the actual development in secondary school enrollments would have been considered back in 1910.

After every major war in this country during the last century there has been a marked up-swing in college enrollments; particularly after the end of World War I college enrollments climbed rapidly, even though only a handful of veterans at that time were given rehabilitation training by the Federal Government. I seem to recall that in the

early 1920's educators were prophesying that the increase in enrollments then evident was merely a temporary trend, and that the number of students would soon recede to the levels of 1915 and 1916. That, however, did not happen, for the increased enrollments were merely a base from which new increases developed.

There is every reason to think that this same social tendency toward increased college-going, that was manifest after World War I, is operating today. Veterans who have appreciated the advantages of higher education will want to see these same opportunities afforded their younger brothers and sisters, their nephews and nieces, their cousins, and eventually their children. How far such developments in social attitudes will carry college enrollments it is impossible to foresee, but my own opinion is very clear that the increase is a permanent gain—not, as some have prophesied, a wave that will recede with the completion of the period of veterans' education.

MOVES TO DEMOCRATIZE HIGHER EDUCATION

We are undoubtedly in the beginning of a period which will see a great democratization of the opportunities for higher education. I am personally convinced that the plan for educational benefits to veterans is merely the first of a series of moves that will make it possible for a much larger percentage of our capable young people to obtain the education that will best fit them for effective living.

The facts are that, though college enrollments have increased at an astounding rate, we have actually lagged sadly in our progress toward solving the problem of assisting our ablest young people to get a college education regardless of their financial limitations. During the depression of the 1930's the National Youth Administration provided a small measure of relief, so that limited numbers of qualified young people might attend college. That program, as you know, was discontinued several years ago, and, curiously enough, educators as a group were among those who brought the greatest pressure for its abandonment.

At present, the benefits of Public Laws 16 and 346 are enabling a million or more veterans to continue their education. The educational benefits are provided for veterans, not because the recipients are the specially capable people of their generation, those most able to profit by higher education, but rather because the country wishes to express its gratitude to them for the self-sacrificing services they rendered dur-

ing the years of the war. That the veterans have proved on the whole to be excellent students is an unforeseen and an unplanned part of the provision of Public Laws 16 and 346.

The fact is that during the past fifty years we have been making it increasingly difficult for young people of limited financial resources to continue their education beyond high school. I wonder how many of the members of this audience who are as old as I am would have been able to go to college if the tuition fees in the institutions they attended some three or four decades ago had been as high as they are today. As you are undoubtedly aware, institutions all over the country have continued to increase their tuition fees. Although the trend toward increasing fees may be traced as far back as the Civil War times, it has recently been accelerated. One can scarcely escape the conclusion that the willingness of the United States Government to pay up to \$500 a year toward the tuition of a qualified veteran student has recently led many institutions to feel that their tuition fees are too low. Undoubtedly the necessity of financing the program for the expanded enrollments has led to the consideration of student fees as the readiest and most reliable source for obtaining increased income for our institutions of higher education.

There is as yet surprisingly little realization among educators of the extent to which democratic opportunities for higher education are being limited by the increasing dependence on student fees as a source of financial support. Numerous studies have shown that financial limitations prevent college attendance by half or more of our ablest high school graduates. In the state of Minnesota, for example, it was shown that half of the most capable 10 per cent of the high school graduates did not continue their education, and that two-thirds of the highest 30 per cent of the high school graduates did not go on to further education. This is an appalling waste of talent. But these carefully made studies have thus far resulted in little or no change in institutional policies with respect to support by student fees. There are two hopeful signs on the horizon that indicate the probability of better educational opportunities for those with limited financial resources.

The first hopeful sign is the significant movement in the direction of democratizing higher education through the establishment of local junior colleges. In most instances these are being set up on a tuition-free basis, organized as a part of the local or state public school system. Even where tuition fees are charged in the junior colleges, there is a

certain amount of democratization because most of the students can live at home and thus escape the heavy cash outlay for board and room at the residential type of college or university.

The second hopeful sign is the consideration being given by some states to measures which would provide support for able young people in colleges and universities on a scholarship basis. Undoubtedly some bills of this sort will also have consideration in the 80th Congress, now in session. Certain corporations have set up scholarship plans for the benefit of qualified young people and others are considering such a step. These indications make it seem probable that we might move in the direction of further democratization of higher education by means of scholarship grants.

At present the grateful nation is giving the veterans who survived their military experience a chance at education because of what they did for the country in its hour of need. Would it not be equally important, in the interest of national security, to provide higher education for capable young people because of what they *can, should and will do* for the the society in which they live? If this principle is accepted it is obvious that the burden of supporting higher education should not fall on those who are the recipients of it.

It would seem perfectly clear that any movement in the direction of democratizing the opportunities for higher education will bring into our colleges a larger number of capable young people. It is certainly sound public policy to make certain that all the young people of high ability in this country receive all the education of which they are capable.

FOREIGN STUDENTS

A minor factor that looks toward the further increase of college enrollment, but one which must not be neglected, is the demand of students from foreign countries for education in the United States. All the reports from abroad indicate a tremendous interest in coming to this country for study. At present, the number of foreign students is limited because of the inability of residents of other countries to bring out enough money to finance their education; these restrictions will certainly be removed at some time in the future. The Fulbright Bill, when in full operation, will finance a certain number of foreign students in this country from the sales of surplus war materials which happen to be located in those countries. While the total number of

foreign students may not be large in comparison with the grand total of enrollments in this country, the somewhat more individualized attention that is required for foreign students will make this group an important part of the academic load that we must count on serving in future years.

THE BIRTH RATE

Three or four factors which may interfere with the trends toward increased enrollments should have consideration. The first of these is the trend in the birth rate, which obviously affects the total number of citizens in this country who are in the age group served by higher education. The declining birth-rates that were a characteristic of the late 1920's and the 1930's will result in a decreasing number of college-age people up until the middle of the 1950's. What effect this diminished number of people in the college-age group will have on enrollments is difficult to forecast. At first it would seem natural to assume a corresponding decrease in college enrollments. It is highly probable, however, that with fewer young people to educate, society will decide to educate a larger proportion than ever before at the college level.

Experience at the secondary-school level affords a clue to what may happen in higher education. During the period from 1935 to 1940, when the population of secondary-school age in the country was decreasing, owing to the declining birth rate in the 1920's, the total enrollments of the secondary schools for the country as a whole continued to increase. Only in situations where 80 or 90 per cent of the school population was already in school (as in some wealthy suburban areas) did the declining birth rate reduce the number of secondary-school pupils. College enrollments are so far below the "ceiling" of the total population of college age, that the decreasing numbers in the college-age group might have little or no effect toward reducing the numbers enrolled in college. Furthermore, the fact that some members of a family may have obtained their college education through the provisions of Public Law 346 may lead to a decision to use family funds for the education of other sons and daughters, for whom it would not have otherwise been considered possible or desirable to provide college education.

The period during which the college-age population will be at a minimum corresponds exactly to the time during which the heaviest loads of veteran students have to be carried. After 1956 or 1957

the effects of the increased birth rate during the war years will begin to be felt in the colleges and universities. By that time the number of young people reaching age 17 or 18 each year will be much larger than at present, and beginning in the latter part of the 1950's, there could well be another up-swing in enrollments that would carry well into the middle of the 1960's.

UNIVERSAL MILITARY TRAINING

Another interfering factor which ought to be taken into account in projecting future enrollment trends is the possible adoption of a national system of compulsory military training. Our estimate is that the plan at present advocated by the Army would take approximately 400,000 men, who would otherwise have gone to college, and put them into training camps in such a way that their entry into college will be postponed for an entire academic year. In the year in which such a program goes into effect the enrollments of men students would therefore be reduced by 400,000. It is entirely probable that this effect would last only one year and that thereafter the normal trend of enrollments would recur; in fact, the educational options which the Army plan proposes for completing the required year of training, after the first six months of basic training, may induce a considerable number of men to enter colleges and universities who would not otherwise have continued their education. Our estimate is that 50,000 young men who would not otherwise have gone to college will decide to do so after having completed their first six months of military experience under the Army proposal for universal military training.

ECONOMIC CONDITIONS

Another factor interfering with the trend toward increasing enrollments might be an economic depression. On the surface it would seem that, if the country has a severe economic depression, we should not be able to educate as many young people as would otherwise have gone to college. If, however, we judge the effect of an economic depression by the experience during the 1930's, the opposite conclusion would be reached. During that period of very severe financial depression, college enrollments were effected adversely for only one year. During all the rest of the depression total enrollments of college students continued to rise, even though there was no reduction in the

fees charged students. It is entirely probable that, in the event of another depression, unemployment would be heaviest among young people. Unemployed young people would decide, as they have usually done, that it is better to remain in school or college than to seek a job in an overcrowded labor market.

INSTITUTIONAL FACILITIES

One of the most significant factors limiting the possible future increases in enrollments is the availability of institutional facilities. During the current year institutions have made incredible efforts to increase their student capacities. That there is some upper limit to such increases is obvious. The possibilities of building additions to physical plants during the next two or three years are not at all bright, because of the inordinately high cost of construction and the limited quantities of material that are available.

It is widely believed that at present institutions are being more selective in their admissions than they formerly were. While a survey by the U. S. Office of Education a few months ago indicated that in most states the belief was widely held that no well-qualified student had been denied admission to college, it may easily happen that, through the raising of standards, young people of the level of ability which in previous years would have qualified them for college have been denied entrance this year. Some institutions have definitely announced limitations on the number of freshmen that they can accept for the autumn of 1947, because of the obligation they feel to see through their four-year program the students they have already admitted.

The ability to finance the expanded program may also be a limiting factor. In general, our information is that legislatures this year have been more generous with appropriations for higher education than in the past, but I am convinced personally that even the most generous-minded legislature, appropriating funds for a biennium in advance, will not have provided enough money to carry the institutions through to July 1949. Institutions not supported by tax funds are in general not experiencing an increase in philanthropic gifts that corresponds to the needs for increased financial support. This limitation of finance, it must be noted, is only a limitation in terms of our present means of obtaining resources for higher education. Certainly the economic system of this country is amply able at present income levels to pro-

vide all the higher education that our capable young people might desire.

SUMMARY OF FACTORS AFFECTING TRENDS

The various factors that have been mentioned may be briefly recapitulated and viewed with respect to their effect on total trends. It would seem that we shall not reach the maximum enrollment arising from the educational provisions for veterans until about 1950 or 1951. By the time the peak of enrollments of veterans is reached there should be a larger number of high-school graduates wanting to go to college. This number should be large enough practically to counter-balance any reduction in total enrollments due to the decreasing number of veteran students. It would appear that perhaps a condition roughly resembling a plateau in enrollments might be reached by 1950 or 1951. By 1956 or 1957, however, the increased birth rate will bring a new group of students to college and enrollments should increase thereafter for some six or seven years. It is my personal judgment that there will be no significant reduction in enrollments below the levels reached at the peak around 1950, and that by 1965 the total will be well beyond the 1950 peak.

SOME ESTIMATES OF THE FUTURE TOTAL ENROLLMENTS

One of the most widely publicized estimates of future trends in enrollments is that made by Dean C. E. Partch of Rutgers University.¹ He presented his prediction in a paper before the Central Association of College and University Business Officers one year ago. He based his prediction in general on two factors: first, the rate of increase in regular students that was occurring before the war, and second, the number of veterans who would have to be educated, based on experience in the education of veterans who were eligible for rehabilitation training following World War I. I have already referred to the basis of his prediction of veterans' enrollments. The present discussion relates to his estimates of the grand totals of college-level students. The predictions made by Dr. Partch indicate that a peak of enrollments amounting to 6,000,000 students will be reached in 1950. He expects the total number to decline rather rapidly thereafter, reaching a plateau of about 3,700,000 students in 1956. There-

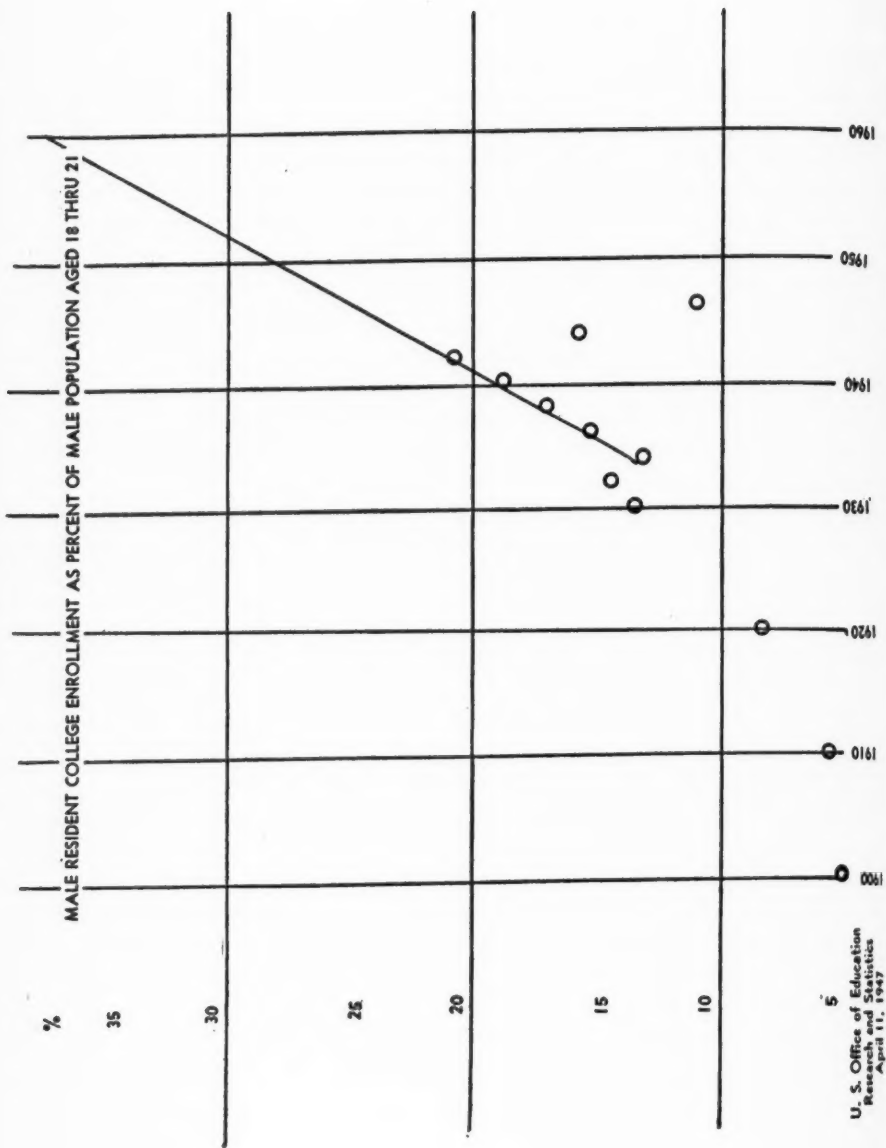
¹ C. E. Partch, *Analysis of the Need for Facilities to Provide Higher Educational Opportunities for Veterans and for Graduates of Secondary Schools*. Published by the Author: Rutgers University, New Brunswick, N.J., June, 1946. Pp. 48.

after the general rate of increase characteristic of pre-war years would be continued.

A great many people have felt that Dean Partch was too optimistic in his prediction of enrollment. From my own point of view the chief reason for not believing that a peak of 6,000,000 students can be reached in 1950 is the lack of institutional facilities for caring for that number of students. The tremendous efforts that have been required this year to care for an expansion of approximately two-thirds of a million students over the pre-war peak make it difficult for me to see how we can possibly care for an expansion of 4,000,000 students in the next three or four years. It would be necessary during each of the next four years to expand enrollments almost twice as rapidly as they were expanded this year in order to care for the total that Dean Partch estimates for 1950.

Miss Anita Kury, a member of the Statistical Section of the U. S. Office of Education, has made a prediction of future enrollment trends in the United States for the President's Commission on Higher Education. Her prediction is based on a careful statistical analysis of the percentage of college-age population who may be expected to attend college each year. She forecasts a steady increase in this percentage corresponding to the rate of increase in the percentage during the latter part of the 1930's. Miss Kury has kindly afforded me the data on which her prediction is made, and it is available to you in chart form. The chart deals only with enrollments of male students. (See Table II.) In making such a prediction it is necessary to take note of the assumptions that are made, which are as follows: "(1) it is more appropriate to project attendance rates than enrollments; (2) the trend of college attendance of women is different from that of men; (3) there will be no significant shifts in social attitudes toward higher education, the method of financing students, the organization of higher education assistance; in other words the estimates are based on social and educational 'environments' which will continue to have the same trends as in the past; any ideas that one might have as to changes in such factors would result in an adjustment of the figures presented; (4) the economic 'environment' will continue in the same fashion as in the past; (5) the 'past' particularly refers to 1934 through 1942 for male college enrollees and to 1934 through 1940 for female enrollees; (6) the veteran enrollment represents a special factor and should be treated as such for males; (7)

TABLE II

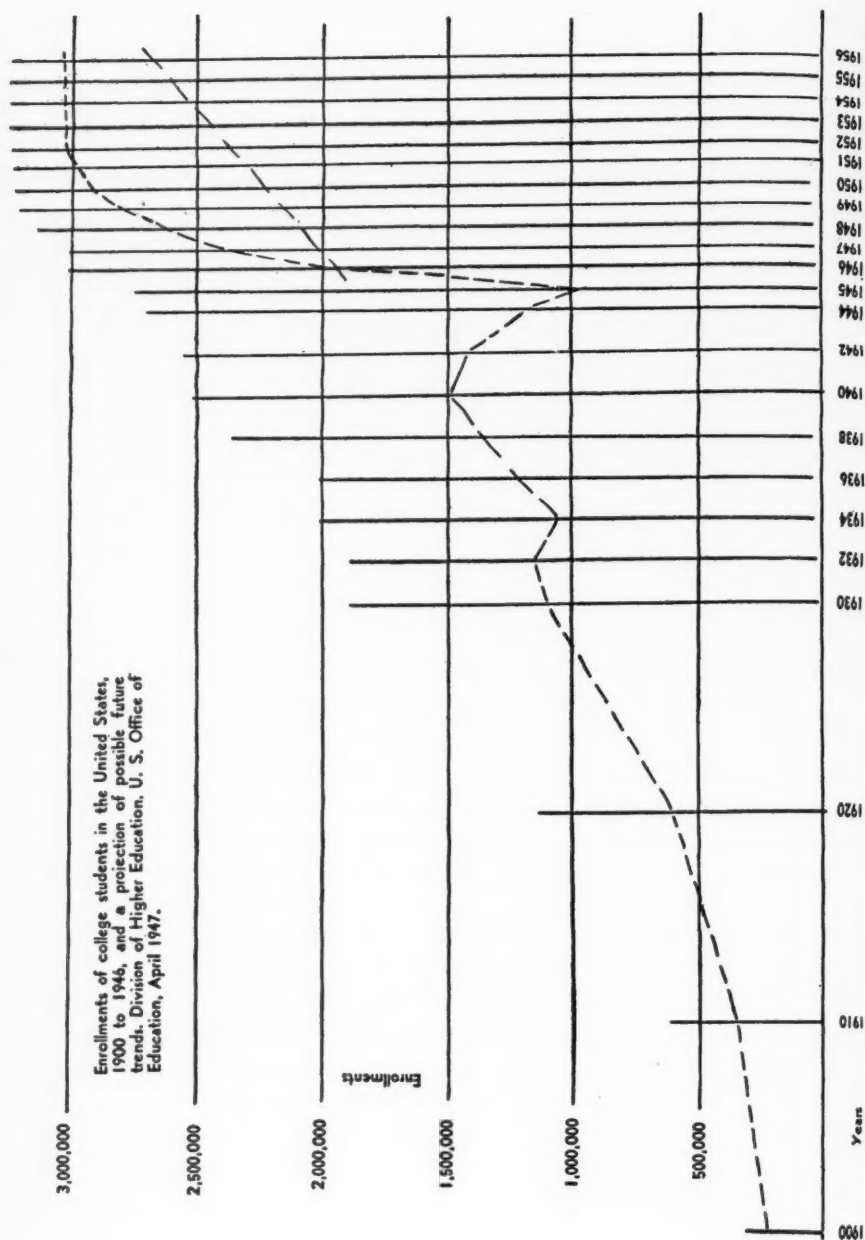


the armed services students are factors to be ignored in considering trends; (8) the provisions of Public Laws 16 and 346 will not be applicable after about 1956; (9) a straight line seems to be the curve of best fit for the past data; (10) the 'past' consists of the years specified above for the purpose of curve fitting, since it appears that 1944 in both cases started a new trend. It is not possible now to evaluate the implications of the figures for 1944 and later years, since it is not yet clear whether new trends are being established. It will be noted, however, that the proportion of females in colleges in 1947 falls very close to the trend line."

The significant discovery in Miss Kury's prediction is that the college attendance rates of both men and women of college age increased in a regular and constant manner during the years upon which she bases her prediction, namely from 1934 to the early 1940's. As will be noted from the chart, the points showing the percentage of men of the college age group attending college lie on a perfectly straight line during these years. On the assumption that a new trend began in 1934 and that the same rate of increase will continue during the short run until 1960 or a few years later, Miss Kury would predict that, if the social trends in effect during the decade prior to the war continue, there would be a total enrollment of 2,874,000 students by 1960. Two groups of students who will have to be carried during the intervening years must be added to the general line of increase for regular students: (1) those who deferred their education during the course of the war, the great proportion of whom now appear as veteran enrollees; and (2) those veterans who would not have gone to college except for the benefits of Public Laws 16 and 346.

Without making a refined attempt at mathematical analysis the members of the staff of the Division of Higher Education have reached the general conclusion that a total of 3,000,000 college students will be reached by 1950 or 1951. It is our estimate that 1947 enrollments will show an increase of probably 15 per cent over the autumn quarter of 1946. The accompanying chart (see Table III) shows the number of college students back to 1900 and an attempt is made to project the probable trend of enrollment as far as 1955 or 1956. The projection is checked by noting where the straight-line increases from 1934 to 1940 would carry the total enrollment by 1956. The curve of projected enrollments lies above that because of the load of veteran

TABLE III



students that has to be carried. A rough estimate indicates that the area above this projected line would include about 8,000,000 student years, which is the estimated load that will be imposed by the veteran students.

In conclusion I would repeat my initial caution concerning the hazards of predicting future trends in enrollments. We have been discussing only trends for the country as a whole. It is certain that individual institutions, certain states, and even certain regions of the country may differ from the general trend. Certainly the extent to which additional students will be enrolled will be affected to a considerable extent by the kinds of offerings that are made available to them. Our own conclusion, as far as individual institutions are concerned, is that any college or university that is situated so as to serve a reasonably large clientele, and that is willing to adapt its offerings to the needs of that clientele, may definitely count on a student body anywhere from 50 per cent to 100 per cent greater than the maximum served in 1940.

An Approach to Social Technology

DAVID H. DINGILIAN

INTRODUCTION

A SCIENTIFIC approach to the problems confronting American education is long overdue.

William Fielding Ogburn's hypothesis of cultural lag was injected into sociological discussion and educational thinking in 1922. Twenty-five years later we might do well to pull from the dusty shelves his classic book called *Social Change* and review briefly its implications for this the 20th month of the Atom Bomb.

Briefly, Ogburn's thesis is that vested interests, the power of tradition, habit, social pressure and the sheer temptation to escape facing the unpleasant, are factors which make for inertia. Inertia in turn interferes with the harmonious adjustment of the factors which comprise our non-material culture with the contents of our vastly advanced material culture. This improper meshing and lack of synchronization between the two aspects of our culture results in a lag which in turn brings on many serious maladjustments. Maladjustments interfere with the normal ongoing of day-to-day minor evolutionary changes which facilitate the processes of adjustment. The stage is then set for some grand over-simplified approach to social problems. Bewildered and confused, we are tempted by those who have a master plan which they claim to be a "wholesale and powerful control of the course of social evolution" (p. 364). Whether this master plan is of the right or left is an academic question. The important thing is that it is usually rigid and planned. There is a vast difference between a *planned* society and a *planning* society. Rigidly planned programs are incompatible with the democratic way of life and its grass roots consensus-making approach. They will stifle the scientific method. They will be a constant threat to our cherished spiritual heritage.

The relevance of Ogburn's thesis to the present educational scene is obvious. Our established institutions such as the church, the school, and the government comprise the bulk of our non-material culture. The question is: How far can they afford the "lag, fag and drag" which characterizes them today? We cannot ignore the challenge in-

herent in this question. What H. G. Wells observed to be a race between education and catastrophe has become a sprint. The fact that time is of the very essence of things has become a cliché. Cliché or not, we should do well to repeat the telling sentence from one of our contemporary columnists—he says “and by tomorrow there will be one day less of the golden period when there was still enough time.”

THE CURRENT EDUCATIONAL SCENE

Only smugness and unwarranted complacency would miss the dramatic gap, the yawning chasm, between what goes on in our schools and colleges and the demands inherent in the significant trends of 1947. In fact, a little reflection makes obvious the pre-scientific and pre-technological character of our educational system.

In a recent paper which President Conant wrote for the magazine *Science*, he says: (March 21, 1947, p. 300),

“Starting with 1,000 pupils enrolled in the fifth grade, the following figures show the extent to which they are reduced in each successive year:

Elementary school:

Fifth grade, 1930-31	1,000
Sixth grade	943
Seventh grade	872
Eighth grade	824

High school:

First year	770
Second year	652
Third year	529
Fourth year	463
Graduates, 1938	417

College:

First year	146
Graduates, 1942	72

This illustration is not intended to imply that the baby is being thrown out with the bath. The schools and colleges have done a heroic job, both during and since the war. Our point is that there exists a hiatus in the points of progress between our social and physical technologies. That out of the war have come certain discoveries and inventions. That these are not alone on the material side. That the

implications to education and educators in such fields as psychosomatic medicine, general semantics, psychiatry, clinical psychology, psychometrics, mental hygiene and psychoanalysis, to mention but a few, must not be missed. That the temptation to shelve new knowledge and go back to our former ways has already proven fatal to many who have tried it on the returning veteran.

The veteran may complain about the lack of the opportunity of actually enrolling in a school or a college. That's fine. We should try to meet his needs. However, our guess is that once in, he will do a lot of thinking about what he is exposed to. Faculty members working with veterans are divided in their evaluation of what the veteran is injecting into the teaching situation. One group of schoolmen seems annoyed. They say the veteran is so different. He asks. He baffles. He frustrates. Another group says that the veteran is refreshing. He challenges the stereotyped lecture. He questions the authoritarian pipe-line theory of the "take it or leave it" ivory-tower brand of education. He is eager. He is earnest. He is mature. He is motivated. One instructor said to me "I feel sorry for the yearly crop of high school graduates during the next ten years. How can they compete with the veteran?"

We are not saying that the veteran is a new and different species. We are suggesting, however, that his war experiences, his travels, his facing death, his hours of fox-hole reflections, have given him a point of view which could be a real asset in helping us to re-evaluate ourselves honestly.

Besides the veteran there is another group which sees us from a new and refreshing point of view. I am referring to the World War II teacher-veteran group. Their whole orientation, their methods, their day-to-day work output, indicate an impatience and even a hope that education could catch up with and possibly adopt some of the educational procedures which the army, navy, OSS and the marine corps recently developed. Especially are they aware of the value of personnel selection and testing. In this regard, I refer you particularly to the projected series of publications of the Commission on Implications of Armed Services Educational Programs of the American Council on Education.

Dr. Alonzo G. Grace has this to say about the findings of one of these studies:

"What the Armed services did in the task of classifying personnel

and finding the right man for the right job constitutes one area of the investigation, with implications for aptitude testing, guidance and counseling, and for admission and selection policies and practices in schools and colleges."

What are these "implications"? The following is a bare outline of the scholarly work of Frederick B. Davis, author of a booklet, in the above mentioned series, entitled "Utilizing Human Talent."

It might be well to mention, in passing, that these findings are not new. They are principles which have been discussed and recommended by educators and psychologists for the past quarter of a century. What is new is that the armed services took the theories and applied them to actual situations and hence removed any doubts about the practicability of their application and use.

Among other things Davis says:

- (1) Men and women of exceptional and specialized talent can be identified and trained.
- (2) Effective educational and vocational guidance can be provided for students in schools and colleges.
- (3) Tests of aptitudes required for success in various educational and vocational fields can be made available.
- (4) Combinations of highly specialized aptitude tests are more effective for purposes of educational and vocational guidance than tests of general intelligence or general learning ability.
- (5) A test of fundamental academic aptitudes can be useful in educational guidance.
- (6) A test of differential aptitudes and interests can be useful in vocational guidance.
- (7) The number of separate mental abilities that can be measured is very large (29).

The over-all implications of these points to me are:

1. Whereas we have in some degree had a national program of conservation for rags, timber, scrap iron, oils, grease and fats, we have not had any scientific program for conserving human resources.
2. Classification of men and women purely on the basis of merit and community welfare is an imperative of a society which wishes to become more and more democratic.
3. The present admissions policies of schools and colleges can well bear a scrutinization and re-evaluation to the end that some

form of systematic nationwide pattern, drawing on the latest knowledge from such units as will be briefly described later in this paper, is gradually incorporated into our over-all educational programs.

4. The guidance centers, now rendering such a critically needed service only to veterans, should be incorporated into school systems and colleges. This will enable every high school student, during his last semester and every high school graduate, prior to taking his next vocational or educational step, to have an opportunity to inventory his interests, aptitudes, achievements, and personality. Our guess is that such an inventory will considerably alter the present fact that the average high school graduate now spends ten years on 14 different jobs before he settles down to the business of family living and citizenship.

It is not the purpose of this discussion to detail the inadequacies of what we have now in the way of an educational menu. Our job is to touch briefly on the possibilities of the newer techniques. The suggestion that this conference would lend a hospitable ear to the topic "A testing program as a supplement to or even a substitute for the present admissions policies," stirred a good deal of hope in our hearts.

What a milestone would it be for education if this Conference would lend its excellent professional reputation, say, in co-operation with such a commission as that headed by Dr. Thomas Barrows of the American Council on Education, in jointly sponsoring a careful study of the data which is bulging in the files of one or two of the large guidance centers now doing this pioneering work!

Let us have a hurried glance at what goes on in one of the 368 such centers in the country today.

COUNSELING: EDUCATIONAL, VOCATIONAL AND PERSONAL

The Los Angeles Board of Education and the Superintendent's Office, in co-operation with the Veterans Administration showed great vision and foresight in anticipating a need and thereby setting up what has come to be one of the largest guidance centers in America. It was seen that any educational program, particularly the opportunities guaranteed the veteran under the G.I. Bill, must operate in terms of understanding individual needs. This has meant the clinical approach. Los Angeles now has, housed on the City College Campus, but serving the entire metropolitan area, a counseling office,

with a staff consisting of a Supervisor, 28 counselors, 14 psychologists and 22 clerks, equipped to do a thorough and professional job of rendering a service which is available to any veteran who walks in and asks for it.

Asks for it? Let the following figures speak for themselves. Since the opening of the office on August 1, 1945, a total of 18,000 individuals have been served.

VOCATIONAL INVENTORY

- (a) Nearly 9,000 have had a complete vocational inventory. This means a program of 5 to 9 hours of testing the client's interests, aptitudes, capacity, and personality. It means three to five hours of counseling, test interpretation and the careful studying of up-to-date vocational information literature. It means using the data on each client so as to have three to five objectives which may be pursued in school, college, on-the-job training or an apprenticeship. It means, finally, providing opportunities in the area in which the veteran will pursue his objective.

PERSONAL COUNSELING

- (b) A recent assignment to the center of a Personal Counselor has been most fruitful. It has been an outlet for emotionally disturbed clients. The opportunity to verbalize and thereby gain insights to personal problems which have thus far interfered with an all-out attack on a life objective is being welcomed by the clients. In four months, the Personal Counselor has spent 382 hours with clients in this very important aspect of the center's services.

GENERAL EDUCATIONAL DEVELOPMENT TEST

- (c) Nearly 10,000 General Educational Development Tests have been administered by our Center. In a contractual relationship with the Veterans' Testing Service of the American Council on Education and carefully supervised by them, the Guidance Center has assisted these men and women by increasing their understanding of their privileges under the G.I. Bill. They appreciate, immensely, the chance to have a high school diploma or its equivalent by way of this ten hour battery of five

tests. If they pass with the necessary average, they do not have to go back to an immature adolescent environment.

- (d) All in all, the 18,000 persons have, on an average of 2.5 visits per person, received a grand total of nearly 39,000 services in the areas of vocational, educational, or personal counseling.

It might be of interest to summarize briefly a few of the significant outcomes of several very modest studies of the G.E.D. tests, conducted under circumstances involving considerable pressure.

(1) A study made in January 1946 of 3,000 veterans selected at random from 7,000 referrals showed the following interesting facts regarding the G.E.D.:

- (a) 86% passed the high school battery and 14% failed it.
 (b) A breakdown of those who passed it by school grades previously completed showed: 8th grade—90% passed; 9th grade—69% passed; 10th grade—91% passed; 11th grade—82%; and 12th grade 100% passed.

(2) A study of 550 veterans completing the G.E.D. battery during the months of January and February 1947 showed 21% who had failed. This shows a rise in the failure percentage.

(3) The next study was made for the purpose of obtaining the breakdown of the failures in the individual tests of the G.E.D. Battery. It covered the folders of 3,665 veterans who had specifically called the office to request that their scores be sent to their previous high schools. A breakdown of the failures on the five individual tests of the battery showed:

Test 1 English	338	Below standard score of 35	9.2%
Test 2 Social Studies	51	Below standard score of 35	1.4%
Test 3 Natural Sciences	66	Below standard score of 35	1.8%
Test 4 Literary Materials	57	Below standard score of 35	1.6%
Test 5 Mathematics	106	Below standard score of 35	2.9%
Average	602	Below standard score of 45	16.43%

(4) In a small study comprised of three groups: (a) 145 veterans who had entered City College by way of the G.E.D. (b) 175 veterans who entered City College by way of a high school diploma, and (c) 169 non-veterans who also had entered with a high school diploma, we found the following facts:

- A. (1) Veterans who entered by way of the G.E.D. made a grade point average of 1.19.
- (2) Veterans who entered by way of a diploma made an average of 1.34.
- (3) Non-veterans also entering by way of a diploma made a grade point average of 1.25.
- B. (1) In this group were 37 G.E.D. veterans and 48 diploma veterans who had also had a complete vocational inventory. The range of grades completed by these veterans was 8th through 12th.
- (2) The remaining number in this group was comprised of 104 G.E.D. veterans and 128 diploma veterans who had not had a vocational inventory.
- (3) The grade point average of these two veteran groups with essentially the same background is as follows: G.E.D. veterans who had received advisement made 1.28; those who had not received advisement made 1.14. Diploma veterans who had received vocational counseling made 1.41 in contrast to the 1.09 average of diploma veterans who had not received vocational counseling.

Despite the small numbers involved, it is safe to say that: (1) G.E.D. veterans, even though lacking in recent academic preparation through the 12th grade, did almost as well as those who had finished the 12th grade. (2) Those who had received advisement, despite the fact that they may have had only an 8th through 11th grade academic background, surpassed the grade point average of the high school graduates.

(5) The next study was made in December 1946 and covered 478 cases. Our purpose was to obtain information about the relationship, if any, between what the veteran had in the way of an objective prior to as well as during his service and the objectives which he chose as a result of advisement. It was found that:

- (a) Clients' pre-war experiences as compared with their chosen objectives as a result of advisement showed:
- 4.2% chose a related objective
 - 64.0% chose an unrelated objective
 - 31.8% data incomplete or "student"
- (b) Clients' military experiences as compared with their chosen objectives, after advisement, showed:

- 4.8% chose a related objective
- 63.4% chose an unrelated objective
- 31.8% data incomplete or "student"

(c) Clients' pre-war and service experiences compared with their chosen objectives after advisement showed:

- 3.5% chose a related objective
- 51.2% chose an unrelated objective
- 45.3% data incomplete or "student"

(6) A brief study covering 250 cases of veterans advised at our East Los Angeles Junior College Branch shows the job objective choices of veterans counseled. The breakdown is by D.O.T. classifications.

The classification:

	<i>T</i>	<i>%</i>
0—Professional, semi-professional, and managerial	117	46.8
1—Clerical and sales	31	12.4
2—Service occupations	10	4.0
3—Agricultural, fishery, forestry, and kindred	4	1.6
4, 5—Skilled	76	30.4
6, 7—Semi-skilled	10	4.0
8, 9—Unskilled	0	0.0
NCA No code available	2	0.8
	<hr/> 250	<hr/> 100.0

SUMMARY AND CONCLUSION

We should accent the following points during our deliberation and discussion. I hope that perhaps we will even take some action.

- (1) The lag between the educational needs of 1947 and our institutional ability to fulfill these needs is critical. Each day of the traditional and habitual approach is a very costly luxury which will not be ours for long.
- (2) World War II has brought forth new and sharpened techniques and procedures in the non-material areas of our culture. They have immediate and urgent implications for adoption. These must be incorporated into our regular peacetime approach to the needs of education.
- (3) Present admissions policies and procedures would do well to include data from objective tests. These would give to the person seeking admission a reasonable assurance that he is tapping his interests, aptitudes and capacity. At the same time,

this approach to admissions would probably cut down the cost and waste entailed in carrying so many students with wishes and hopes as their only asset. The student who has been admitted on so many credits, earned in a certain area, with an academic grade point average which probably does not reflect his interests, aptitudes and capacities, is a very poor risk and a weighty burden.

- (4) The merely suggestive implications of the six small studies quoted in this brief paper, even though taken with caution, warrant a well-sponsored study which would tap the bulging files of Guidance Centers now pioneering in an area so full of implications for the future of education.
- (5) The prevalence of so many smelly ideologies contending for our souls is an index of the lack of a calm, scientific, non-authoritarian approach to our current problems.
- (6) You and I, to be worthy of the recent sacrifices made by free men, have no other course than to accept as our over-all basic objective, the proper evaluation and use of our most cherished resource—the human personality—to the end that it may achieve a more functional citizenship for our democracy.

The veteran is reaching out to educators. He is giving us a chance and a challenge. He is throwing the spotlight on an area which, to you and to me, should be fundamental to all other areas or human institutions, namely, education.

Educators must facilitate the making of the needed adjustments of the coming peace. Such adjustments can lead us out of the darkness and confusion of the tunnel in which mankind finds itself. It can lead to light, social vitamins, more energy for the individual and perhaps sanity for our times.

We must achieve these goals as persons in the spirit of Americans, as families, communities and as a nation. We must be reborn into a greater love of the rights, duties, and virtues of human beings. Such is the road to maturity. Such is the path to the goals set up by our forefathers. Such is the winding, precarious journey ahead of us. Such is the achievement which must be ours if we are to be able to say with Lincoln that those who paid the supreme sacrifice "shall not have died in vain."

China's Universities in War and Peace

MAURICE VOTAW

SHORTLY after the Chinese-Japanese war started in 1937, I was asked by the Chinese Government to come as one of their advisers. With the Government I retreated westward to Chungking, some 1500 miles up the Yangtze River from Shanghai. I was on a one year's leave of absence from St. John's University; but actually I stayed in Chungking something over seven years. I returned with the government to Nanking a year ago, and in the middle of January came to America.

Although I have not been actively engaged in university work in China now for more than eight years, I can't get away from it, because I am constantly besieged, as I was all through the war years in Chungking, by Chinese students wishing to come to study in America and asking me various questions, such as: Which is the best university for them to attend for the particular subjects in which they are interested? Will I please recommend them to that university, either for a scholarship or to pay their own way? (They all seem to have the idea that scholarships flow like mountain streams in every university and college in America.) And will I please persuade the American university authorities to take them in?

During wartime, it was extremely difficult for students from China to get to America to study. We were entirely blockaded and the only way to get out of China was to fly over the hump to Calcutta. The Chinese Government did not want its students going abroad; they wanted them to help in the war work; space in airplanes was unprocurable, so there were not many students who came to America to study during the war.

Ever since the war ended, I know that some of you have been flooded with Chinese students, and you perhaps reflected back to Chinese students you had had in earlier years and wondered with dismay whether your previous impressions were absolutely wrong or whether there had been changes in the calibre of Chinese students coming to study abroad today.

I think first of all I would better give you a short résumé of education in China. As you know, the state of literacy is extremely

low. I doubt very much if more than 20 to 25 per cent of the people in China may be called literate. This means that in the primary schools, the higher primary and the middle school (which is equivalent to our junior and senior high school), and the university the people who are ever able to get up to collegiate rank are really very, very few in number and, on the whole, should be better prepared than most of the students who came to the colleges in America before the war.

The real development of ancient Chinese education was, of course, through private tutors. Imperial examinations were given at various cities, such as Peking and Nanking. A candidate was locked up in an examination cell and given essays to write; and perhaps he would afterward be told he was a scholar or a student. Sometimes it depended—in fact, to a very large extent it depended—on how much money his family could hand over to the imperial examination readers. So that there were very few—in fact, no formal educational institutions until foreign universities began to be established in China, and that did not happen until about 70 years ago. Most of the foreign universities in China are American operated, a few are British operated, but people from other countries co-operate in some of these universities.

There was a very rapid development of higher education in China from the early twenties, when Dr. John Dewey from Columbia University came out and attempted to evolve some set of standards for the Chinese educational system. After the Northern expedition of Chiang Kai-shek in 1926 and 1927 and the establishment of the National Government, with its capital in Nanking, attempts were made to organize a great many more national and provincial universities.

Previous to that time, the only schools in China which were really of college rank were mission schools, the only exceptions being one or two engineering schools which had been started with the aid of American and British engineers, and perhaps one purely Chinese school in Peking. Tsing Hua College, now Tsing Hua University, which was founded with the remitted American share of the Boxer indemnity funds, did not really assume university status until around 1928 or 1929.

This rapid development continued from 1927 until 1937, so that at the time the war broke out in July, 1937, in Peking, a great many

of the universities in China were producing students and graduates who could compare favorably with the average, and even with many of the better universities in America. They had built up scientific schools of certain types; there were four or five excellent medical schools in China, whose graduates were admitted for specialization to medical schools in America. There were two or three engineering schools that produced satisfactory students. But by and large, the Chinese who came to America to study, as many of you know, wanted to study political science and economics, except that most of the students who came to the University of Missouri wanted to study journalism. Journalism is my own particular field, and my chief work with the Chinese Government is with the Chinese Ministry of Information.

By November 12, 1937, the Japanese had taken Shanghai and the Shanghai area. Of the 13 universities in Shanghai at the beginning of the war, only two were still operating that autumn, and those two not on their own campuses. One was St. John's University and the other was the University of Shanghai, both American-endowed universities. The University of Shanghai campus was occupied by the Japanese and St. John's University campus by a battalion of British troops. We were in the British defense sector, but the Japanese insisted on firing over the campus at the Chinese on the other side of us, because our campus is on a peninsula bounded by a very large creek, really a river, and their bombing planes would start their dive bombs right over our campus, aimed at a railroad line 150 yards away across the creek. Naturally, we could not operate on the campus. But we rented a big office building in the center of the International Settlement and St. John's and the University of Shanghai and Soochow University—Soochow had been occupied by the Japanese—and Hangchow Christian College all united into what was called the Associated Christian Colleges. But the largest of the Chinese universities were bombed and destroyed by the Japanese: Fuhtan University; Ta Hsia (Great China); Kwang Hua University were leveled to the ground. The University of the Ministry of Communications was not destroyed but the Japanese moved in. The Salvation Army had a camp of some 10,000 refugees. The Japanese moved in, pushed all of the refugees and the Salvation Army out and moved their own Japanese college into those buildings. And so it went all up the Yangtze valley, and in Peking and Canton and Foochow; all over

what you might call East China, along the seaboard, the universities had to migrate.

In 1937, there were 108 universities, independent colleges and technical colleges in China, but by December of 1937, there were only 91 left. The others had been destroyed by the Japanese. Many of those that had been destroyed moved; that is, the faculty and students walked overland. I have no time to go into any explanation of the treks into the interior. Others were able to move by small boats, or by steamers on the Yangtze, so that each year after that the number of universities which could operate increased until at the present time there are operating in China approximately 133 institutions of collegiate rank.

When these universities moved to the interior, they moved with very little. A few of them were able to pack up some of their books, if they had a month's notice that the Japanese were coming along, and some of their laboratory apparatus, but most of them were caught in the beginning maelstrom and they left for the interior with absolutely nothing. The Japanese, for instance, got into Tsing Hua University, which had been built with remitted American money, and used its beautiful buildings for stables and similar purposes. Probably the best library building of any Chinese university was that of Tsing Hua, but they tore out everything they possibly could except some of the steel shelves which were too firmly built to be destroyed.

Many Chinese universities carried on from 1937 to 1945 with literally no libraries and no laboratory equipment. Not only that, but they lived in temporary buildings. In the case of some universities that moved to Shensi Province, they lived in caves and operated from there. They had no form of sanitation. Only a few of the universities near Chungking were able to build sanitation systems; only a few near Chungking had any kind of running water, but they did have electricity. Otherwise, none of the universities that had to flee to the interior had laboratories, libraries, electricity, water, textbooks, reference books, living quarters, or medical services. They had very little food. As a rule, in many of the institutions, the students slept on the floor of the classrooms between the tables, or the desks, or on top of the tables. They had lost textbooks; it was impossible to import textbooks into China. They had lost laboratory equipment; we couldn't get into the interior of China any laboratory equipment, so that if you find any Chinese students whose education was entirely in the

interior during the war, who nevertheless are able to compete with the American students and to keep up to their standards, you should realize they are remarkable.

The chief drawback, I think, that you will be finding is their inability to use the English language. This will surprise you, because of the fact that the English language was the language spoken by the best of the Chinese students who had been educated in Shanghai and Peking and Nanking and Canton. But when these universities moved to the interior, their English-speaking teachers, if they were Chinese, were so poorly paid that many of them had to go into other occupations. Likewise, the government needed English-speaking people, particularly after 1941, to work as liaison men with the American armed forces and American technical advisers and other advisers in China, so that the study of the English language was very skimpy in almost all of the universities in what we call free China during the war.

In Shanghai, St. John's University was able to continue throughout the war. The acting President of St. John's went to Chungking and asked the Minister of Information, "What shall I do?"

He said, "You go back to Shanghai and keep your university running and out of the hands of the Japanese."

The Japanese and the puppet government tried on many occasions to suggest that we register with them, but St. John's, being an Episcopal university, was very conservative, and the St. John's University authorities had never believed from the establishment of the National Government in 1927 until the war began in 1937, that the National Government was a permanent government. It did not have a long enough history. You see, from the time of the revolution in 1911 until 1926, China was ruled by a whole succession of war lords. There would be a new government in some provinces two or three times a year. Each provincial governor was in entire charge, so that St. John's had not registered with the National Government. Therefore, each time the Japanese and the puppet said, "You should register with us," we could say, "But we never registered with the Chungking Government. Why should we register with you?" And the Japanese would think of that for a while and apparently decide, "Well, perhaps there is no reason."

The Japanese never once set out to look for anti-Japanese books in the University library. Actually, anything in the nature of criticism

of Japan or any books on Communism had been taken out of the University library and buried in tin-lined boxes under the corridor floor of one of the University dormitories; so if they had come, they wouldn't have found any anti-Japanese books. Thus St. John's University was able to continue, and for the first ten months after Pearl Harbor, the Japanese allowed the American and British members of the faculty to continue their teaching. Then they were all put in internment camps, but meanwhile a great many former Chinese officials, who had been caught in Shanghai, found refuge by teaching at St. John's. Men who had been Chinese ministers and, in one case, an ambassador abroad, who had been educated in America and England and who spoke perfect English, joined the faculty and were able to continue the high standard of English at St. John's all through the war. This will explain the discrepancy between the English of a student who has been graduated from St. John's University and another one who has been graduated, say, at National Wuhan University.

The universities are moving back to their original sites, but when you receive a letter of application for admission from a student, you will probably time after time be told, "We have asked our university to send you a copy of our scholastic record as soon as they can find it," or "If they can find it, it will be sent."

Many of the students who are planning to come to America now are students who have worked in war work of some sort all through the war. They are 34, 36, 38. Most of the students, unless they have been graduated within the last year or two, are married; many have families. I know, for example, two students who are coming to do graduate work in journalism at Missouri, one of whom is a woman. One of them has two children and the other has three. She will leave her husband and children in China and he will leave his wife and children. They are older; they are more serious. At the same time, these students have never been in America; most of them have never associated with Americans except some of the men were interpreters with the American armed forces during the war, and the English they learned from the Air Corps people with whom they chiefly associated might startle some of their instructors in American universities. Also, the American Army trained several Chinese armies with American equipment, and there were two schools, the "Y" force and the "Z" force, in training. Some of these students are coming to America

to study. They have a very good knowledge of English slang and of American slang and they will write that in any kind of paper that you ask them to write.

The trouble with Chinese universities now is the tremendous post-war problem of the high cost of living; the fact that they cannot afford to buy, even if they could get from America, the needed laboratory equipment and books to rebuild their libraries. They cannot afford to buy American printed textbooks. A textbook in engineering sells nowadays for perhaps eight dollars here in America. Well, for one American dollar, the official rate is 12,000 Chinese dollars and the black market is around 20,000, and the student could not get the official rate. So for an \$8.00 American book he would have to pay \$160,000.00 in Chinese money. A student naturally cannot buy an American printed textbook.

Then, also, the best teachers have gone to other lines of endeavor. They cannot keep up their families on teachers' salaries.

You should look very carefully for signs of tuberculosis in any Chinese student coming. He cannot get an American visa without having complete X-rays and a thorough examination for tuberculosis and a showing that he is free from trachoma. This is done by American doctors in Nanking and Shanghai; but the estimates made by American medical men who toured the universities in wartime was that there was an incidence of tuberculosis among the students that came to some 80 per cent. Many of them who did have lesions that were visible in the X-ray have, by treatment, been able to pass the American doctors; but if they come and try to study very hard, it is my personal opinion—I am not a medical man—that they may break down in health again.

Many years ago a study was made which was given, I think, to all university registrars in America, of the relative abilities of graduates of universities in China to carry on work in American universities. Now, so far as the English language goes, and with respect to the library equipment and laboratory equipment, for the next few years, at least, you will find that the students from only two universities in China, both American mission universities, will be able to do the best work. Those are St. John's University in Shanghai and Yenching University in Peking.

The next level, if I might try to place them on a level, would be the Ginling College for Women in Nanking, the University of

Shanghai, the University of Nanking, Soochow University and Hangchow Christian College, because more of the Western teachers have come back to those universities and everyone who comes back goes around his own neighborhood and begs people to give him all the books they can possibly find relating to any subject, to start to build up a library of reference books.

From Cheeloo University in Tsinan, Shantung Province, Lingnan University, and West China Union University, the English will not be so good. West China University in Chengtu suffered no loss whatever during the war, except that their foreign faculty members, British, Canadian and American, had to live such lives of deprivation that they could not last out to the end of the war. Many of them had to be sent home across the hump by American army planes because of physical disabilities incurred, simply because they didn't get enough to eat. So that the standard of West China was greatly reduced; moreover, West China University, at Chengtu—you see that is 1800 miles in the interior from Shanghai—never had a very high standard in English, because of the regional area from which the students arrived.

Because of the fact that the national universities lost most of their Western teachers, their standards are not so high today as some of them were before the war. The best students you are likely to get will be from Tsing Hua University, from National Peking University* (whose president was a former ambassador to the United States, Dr. Hu Shih), and the National Wuhan University, which has now moved back to Wuchang, because they would be able to carry on good work. That is not to say that students from other purely Chinese national or provincial universities will not do good work. National Chekiang University, for instance, has a department of geography and a student who majors in that department can stand up with any geographer in any university in America, except that he could not do it very well in the English language. But his actual knowledge of geography is, I am told by geographers in America, very fine.

One more university or school with which some of you may have been concerned is the Central Political Institute, or the Central Institute of Political Science—they have changed the name once or twice. That is a purely party university, run by the Kuomintang Party,

* National Peking University and National Peiping University are not the same, although Peking is the old name for Peiping.

which has been the government party. The government is in the process of reorganization right now, but the Central Political Institute has several courses. It is supposed to train the young Chinese to take over administrative work throughout the country, to fill China's diplomatic corps, to staff Chinese newspapers and so on. They have a journalism department, they have a diplomacy department, they have a department of *hsien* administration. (That is local government; a *hsien* is equivalent to a county in America.) Their standard of English at that Institute is naturally not high. They are forced to spend a great deal of time in the study of party principles, so that they do not have the best rounded education to study in America. If they have been graduated from the journalism department and have had any experience in newspaper work in China, then they would be qualified to work in universities in America offering work of that type. If they have taken a course in diplomacy and have worked for at least two years with the Ministry of Foreign Affairs of the Chinese Government, then they would be qualified to study in America.

If they have taken any of the other general courses, they probably are not qualified to be admitted to graduate schools in America.

One more thing in closing. I see the time has gone and probably some of you may have burning questions you would like to ask me. That is this: You registrars will find two types of students wanting to come. The Chinese Government ruling is that no undergraduates are to go abroad to study, only graduates of registered universities and colleges are to study abroad. Every student, whether on a government scholarship or not, is supposed to take an examination before he is allowed to come abroad to study, after he has been graduated from a college.

On the other hand, there are a great many Chinese who want to come abroad to complete their undergraduate work, or they have relatives or friends in America who secure admission for them to the freshman year of colleges. Some of them are excellent students. The Ministry of Education cannot officially ask the Ministry of Foreign Affairs to give a passport to any student who does not hold a bachelor's degree. What often happens is that they apply at the Ministry and the Minister of Education sends them to me for an interview. If I will write a letter saying that I consider them qualified to study in America then the Minister writes a letter—also unofficial—to the

Ministry of Foreign Affairs saying that he personally has no objection to such and such a student's going abroad.

There is one Chinese girl who is now studying in Lake Erie College at Painesville, Ohio, for whom I wrote such a letter, and I am sure that she is doing exceptionally well in her freshman class. There is another Chinese girl at Wellesley, and there is a boy at Massachusetts Institute of Technology. But if you stick strictly to the Chinese Government ruling, only graduates can come abroad. But the undergraduate who has English ability and who has the knowledge of subjects required for entrance to American universities will be a much better representative of China in America and then, after his four years of study in America, a representative of America back in China. That ruling should be changed. I am willing, therefore, to go around the back door to get such students to America, largely because of the fact that I feel America's Western borders are no longer the Hawaiian Islands, but the coast of China.

The Teacher Shortage in Higher Education

RAY C. MAUL

THE TOPIC "Teacher Shortage in Higher Education" holds so many puzzling questions that it may be approached in numerous ways. As an introduction I wish to review briefly a study of teacher shortages in the elementary and high schools in the twenty-state area comprising the North Central Association. While the situation at these levels is not directly comparable to the challenging problems of higher institutions, there are many similarities.

Within the past two months authorities in colleges and universities throughout the twenty-state area have reported the number of students who, in their respective institutions, during the year 1947, will complete courses which will entitle those students to standard certificates as prescribed by the laws and regulations of the respective states. Wide variation in these requirements is immediately recognized, and it is also recognized that an abnormally large percentage of students graduating in 1947 will seek employment outside teaching despite the fact that they may qualify for certificates. The report of the total figure, however, is meaningful and becomes even more significant when compared with identical reports covering 1946, 1945, and 1941. A comparison of the report for the current year with the reports of one and two years ago discloses whether or not any trend is being established; a comparison of any one of these years with 1941, which may be considered a typical pre-war year, discloses the difference between the total production this year, last year, two years ago, and six years ago. We will all recall that the 1941 calendar year was somewhat disturbed through the exodus of men who belonged to the National Guard, who were subject to early draft, or who were beginning to volunteer for service with the Armed Forces. As a typical year, however, it is probably more representative than any earlier year when the production of teachers, in certain areas at least, was considered to be more than sufficient to meet the demands.

Great differences exist in the extent to which the colleges have recovered in their production of teachers needed to staff the elementary and high schools of the twenty-state area. At the elementary level practically no progress has been made. Similarly, in certain high

school teaching fields little progress has been made, while in other high school teaching fields the shortage of candidates holding standard certificates bids fair to vanish almost overnight. The study shows that 1947 will see the production of less than one-half as many elementary teachers as did the year 1941. When we recognize that, except for a few states, the required level of preparation for elementary teachers in America was extremely low, we become even more apprehensive about the future of our elementary schools. It is evident that the people of America have reconciled themselves in large measure to the employment of elementary teachers who have little or no formal preparation for their intricate tasks. To regain former standards and to move to higher levels of required preparation for the elementary teacher is perhaps the most critical task of the public school leaders, college authorities, and interested citizens of today. Not only must the 100,000 or more holders of emergency certificates be replaced by those who can qualify for standard licenses, but the requirements for admission to elementary teaching must, in the majority of the states, undergo a profound upgrading before the youth of America can gain assurance of satisfactory training during the early pre-adolescent years.

The high school field, when regarded as a whole, shows that 1947 will see the production of three-fourths as many teachers as were produced in 1941. This compares with less than two-thirds as many produced a year ago and less than one-half as many two years ago. In other words, while the production of elementary teachers remains unchanged, there are many indications of rapid improvement at the high school level. Perhaps the most challenging part of this encouragement, however, lies in the fact that the improvement is not uniform throughout the range of subject-matter fields of the high school curriculum. We observe, for example, a tremendous concentration of young men in training in physical education. This can be readily explained, of course, by the great emphasis placed upon physical training throughout all branches of the armed services. Not merely hundreds, but thousands of young men have returned to civilian life with an interest in this particular occupation which did not characterize their vocational ambitions before entry into service. But for one mitigating circumstance, the problem of oversupply could and perhaps would arise to confound educational leaders before they have enjoyed reasonable opportunity to consolidate their efforts to

professionalize teaching. This helpful circumstance is that many state departments of education are now, for the first time, realizing the very real importance of a program of instruction in health and physical education throughout elementary and high schools. Increased requirements for such instruction will provide for the consumption by the public schools of a greatly increased number of current trainees in this field. Even so, the danger is quite real that we shall produce within the next two or three years a number of young men certified in physical education far beyond the possibilities of the public schools to absorb. Again, in social science, which has been the traditionally overcrowded field, we should note with concern the great concentration of current trainees.

At the other extreme, perhaps, are the fields of home economics and art. The current situation does not seem to have challenged any considerable number of college students to anticipate teaching in these fields.

The high school field probably presenting the greatest factor of uncertainty is that of the sciences combined with mathematics. Almost every college in America is now overloaded with engineering or pre-engineering students. Thousands of men while serving with the Armed Forces fell under the spell of that mystic word "engineer" and resolved to do something about it upon return to civilian life, quite without regard to a background conducive to successful study in this field. Almost every college today is offering accelerated high school courses in basic mathematics for those who, when they were regular high school students, were not attracted to this subject.

It is an open question, of course, as to the number and percentage of these pre-engineers who will enter and who can be retained in engineering schools. It is equally uncertain as to the number and percentage of the unsuccessful ones who will pursue courses in either the sciences or mathematics, or both, sufficiently far to qualify for the teaching of these subjects at the high school level.

At the beginning of this paper I expressed my uncertainty as to the extent to which teacher shortages in the elementary and high school could be compared with shortages at the colleges and university level. The facts just presented seem to justify, however, one strong conviction. It is that, in the preparation of teachers for service at any level, little or no thought has been given to the enormous problem of counseling with students at the time of entrance and during the

early periods of training to the end that they direct their efforts and resources into channels indicated by their aptitudes, interests, and opportunities. Intelligent counseling at both the college and high school levels, in other words, is a field of real shortage in staff personnel.

Another factor revealed in the twenty-state North Central Association study, and one of which all of us have long been aware, but a challenge which perhaps no educational authority has seriously accepted, is the attempt to measure the anticipated demand. The study just cited above was entitled "Supply of and Demand for Teachers." Many similar studies have inquired into the number of available qualified teachers for appointment, but nowhere in America (I fear) has anyone seriously undertaken the task of determining in advance the anticipated demands or needs throughout the nation. If business, to which we turn for financial support of education at all levels, would operate as we have done, it could scarcely hope to achieve success. No thoughtful businessman or corporation, for example, would buy land, erect buildings, install machinery, employ labor, and purchase raw materials without having conducted a scientific survey of the anticipated market. In the production of teachers, on the other hand, we have been grossly remiss in undertaking any such scientific investigations. It is true, of course, that this field contains many confusing and conflicting factors. This assertion, however, is hardly an excuse for our not having done a better job of analyzing our anticipated market for teachers at all levels.

Many educational leaders are even now fearful that the recently awakened interest of the public, as evidenced by the rapid increase in salaries, may boomerang if we do not organize and direct our efforts more efficiently into channels of production as specifically needed. Let me return to the elementary field for perhaps the most striking illustration. Today something like ten per cent of all public school teachers (and nearer twenty per cent of all elementary teachers) are working on sub-standard licenses. Although some are excellent teachers, it is fair to condemn the vast majority as people lacking vision and unappreciative of the opportunity to create lasting attitudes in the minds of children toward the vital problems of today. At the same time, these inefficient workers (whom I am confident you and I do not wish to defend as regards their competence) are receiving salaries today which are far beyond the earning capacity they would

have in any other field. Many youngsters just out of high school are now receiving really attractive salaries, and the anticipated sixteen per cent increase next year throughout the North Central area indicates the readiness of the public, in ever-widening circles, to support teaching in a more substantial manner. The threat may well be, then, that the public is now or soon will be actually paying for more than it receives in terms of effective classroom service. Should the public become more critical (as it may well do) concerning the quality of work being done by hundreds of thousands of these teachers, our entire salary structure might well be damaged beyond repair for another decade. What I am trying to say, candidly, is that the challenge is squarely before us to give service for the salaries now being received.

I. SOME FEATURES OF THE PRESENT SHORTAGE AND PROSPECTIVE DEMAND AT THE COLLEGE LEVEL

The foregoing has been an extended introduction, but I hope it throws light upon my topic. It is impossible to present more than a few of the many factors involved in "Teacher Shortage in Higher Education," but I ask your indulgence in considering the following:

1. *College Enrollments—Present and Anticipated.* It is trite to say that the needed number of college teachers is dictated by enrollments. During the past two years we have come from an all-time modern low to well over two million college enrollees. A combination of recent estimates points to an enrollment of 2,500,000 in September, 1948; 2,700,000 in September, 1950; 2,900,000 in September, 1952; and three million in September, 1959. Many estimates widely published are more optimistic, but it seems fair to assume that these anticipated enrollments may be achieved.

2. *Student-Teacher Ratio.* Total college enrollment does not indicate the true problem, unless we recognize some standard in ratio of students to teachers. For the past forty years a ten to one ratio has been generally assumed as a satisfactory one. This ratio dropped precipitately during the war but has now risen alarmingly. We may accept as "desirable" this pre-war standard, or we may agree upon a "minimum" of fourteen to one, or we may even recognize the existing "emergency" ratio which is sixteen or even more to one. Our indicated need of staff members to meet anticipated future enrollments can be stated in any of these terms. Let us assume an ambition to return to the former standard designated as "desirable."

In addition to the present shortage of ten or more thousand college staff members we should need 67,000 new full-time staff members in September, 1948; 89,000 in September, 1950; and 140,000 in September, 1959. If we omit the "minimum" standards as defined above and content ourselves with the existing "emergency" standard, we face the need for 28,000 new full-time staff members in September, 1948; 64,000 in September, 1950; and 84,000 in September, 1959. These figures indicate something of the task facing our sources of production of college teachers.

3. *Production of Doctoral Candidates.* During the decade 1930-40 something like 34,000 university graduates received the Ph.D. or Ed.D. An annual average of 1,352 of these persons holding doctor's degrees entered teaching; the maximum in any one year of the decade was 2,116 doctor's degree holders entering teaching. Certain studies not covering exactly the same period show that considerably more than one-half of all persons receiving doctoral degrees enter teaching. The fact that we are now 10,000 staff members short and that we will need from 28,000 to 67,000 more new staff members in September, 1948, shows that we cannot hope to achieve higher standards for college instructors in the discernible future. The figures show clearly that the standard for college teaching has suffered tragically. Not only is it impossible for us to assume that the college teachers of the near future will hold the doctor's degree, it is even impossible to be certain that we can maintain any standards whatever at the college level. A review of existing conditions in the institutions you represent would show that very many now in instructional service have little or no qualifications for such tasks.

4. *Vital Areas of Instruction to be Expanded.* I need not remind you that the existing shortage of teaching personnel sharply curtails the curricular offerings of any educational institution, either secondary or higher. Much evidence has been assembled that our high school programs were greatly handicapped the past few years through lack of teaching personnel in certain fields which were dropped entirely from the curriculum. If we look into the future of college service, however, we are confronted with a task of entirely new proportions. If colleges of tomorrow are to meet the new and increasingly complex problems of society, they must prepare to give instruction in numerous fields in addition to their present efforts. Prominent among these is the field of general education.

Since the close of hostilities all educational institutions have been

challenged to rethink their philosophies, to redesign their programs, and to reorganize many individual courses. Prominent in this work has been the challenge in the area of general education. Hardly a college is represented in this room today whose staff has not addressed itself seriously to this problem. Most of us represent institutions which have been influenced (either pro or con) by the "Harvard Report." We are all becoming more sensitive to the demand that the millions of college students coming to us be given something of an enduring nature which is universal in its contribution to human living. This general education, whatever it is, certainly does not fall into the rigid pattern of our departmental organization of college offerings. Certainly, also, we have few if any staff members prepared to go forward with instruction in this area to say nothing of the evolution of the philosophies underlying it or the development of techniques of instructional procedure.

Again, such fields as labor relations, new types of business administration, new services in the area of social work, international government, clinical psychology, adult education, and industrial plant education sharpen the focus of the challenge to prepare college staff members to give new types of service which human living of tomorrow will demand. Actually, we have no way of scientifically measuring the extent of this task in terms of numbers of college teachers required; we can only recognize that it is a pertinent factor in teacher shortage in higher education.

5. *Unbalanced Demands in Levels of Instruction.* The preceding paragraph has focused attention indirectly upon a task at the junior college level which must inescapably become larger and larger. If our expanded efforts in general education are to become vital, this work must be staffed by our top-level instructors. It cannot be relegated to the poorly prepared, such as are now carrying a disproportionate part of the junior college load in many institutions. I think you will agree that there is now a tendency for our professors and associate professors to concentrate their efforts in senior college and graduate classes. But we must staff our junior college classes, which, by the very nature of our physical and financial limitations, must continue to be large, with top-level instructors if we are to face squarely the demands of postwar education. The situation at the junior college level, where we are now attempting to serve millions of American youth, may well be compared with the situation at the

elementary school level. In other words, we must be alert against the very real possibility that the public, now expressing almost blind faith in higher education, become disillusioned through gross inefficiency on our part at the junior college level. It is not impossible to believe that we might lose, through our own inefficiency here, much of the public support of which we are just now the beneficiary.

6. *Competition among Institutions.* A final feature I have time to emphasize in the present shortage and prospective demand draws our attention to one more important problem. Higher education in America was built on and, we are pleased to believe, retains its virility and dynamic power by virtue of the existence of a wide range of types and sizes of institutions. In other words, American democracy thrives upon diversity at the college level. Many of our smaller institutions are now financially handicapped, however, and are sustaining critical losses through the drawing off of their staff members by the larger and, in general, better financed institutions. The concentration of our now inadequate college personnel in fewer and fewer institutions may well present a serious threat to the well-balanced future development of higher education in America.

II. SOME PROBLEMS IN MEETING THE DEMAND

If I could bring to you some proposed solutions for the problems suggested above, my contribution would indeed be meaningful. I can do no more, however, than to point directly, I hope, to some of the questions which involve you and me in our present positions in colleges and universities. In some instances we can assume a more aggressive role in seeking answers to the following questions.

1. *What Kind of College Teacher Do We Want?* An outstanding American authority has recently said, "The best teaching now going on in colleges and universities must become better if the needs of the future are to be met. The typical teaching of today must be almost revolutionized." This statement succinctly points up our question. Just now we know that many staff members quite unqualified for their tasks are in college teaching service. In our frantic attempt to replace them and also to build up available personnel to meet the demands of increased enrollments mentioned above, are we in danger of recruiting mediocrity and thus placing college teaching under a long-range handicap? Possibly an example exists at the elementary level. We have noted that 100,000 inadequately prepared elementary

teachers hold emergency certificates. There is a growing belief among public school and state department authorities that the term "emergency" should not be eliminated in too great haste. It may be prudent, they are saying, to retain this classification and to include in it the elementary teachers who now have or can qualify for standard certificates in those states where the standard is woefully low. For example, in Kansas we issue a standard elementary certificate on thirty semester hours of work. Might it not be better to consider the recipients of such certificate in the "emergency" class? In so doing, the inference is clear that their certificates not only automatically expire but that they must add to their professional training before receiving another emergency certificate. This general principle, if applied at the college level, even though we do not require formal certification for college teaching, might tend to stabilize our efforts and thus permit us to build more soundly for improvement in the quality of incoming college teachers.

Again, we are challenged to define more clearly the desired qualities which new staff members should possess. Prominent among these factors, I suggest, is a genuine disposition on the part of the candidate to work for the improvement of society. The college teacher of tomorrow must not only be thoroughly trained in his subject and the master of scientific teaching techniques; he must also be sensitive to the social situation which is the very essence of teaching. In this problem of recruitment, therefore, I believe we, as college administrators, can contribute to needed objective thinking.

2. *For What Fields Shall We Prepare How Many College Teachers?* Figures suggested above seem to answer the latter part of this question. We need to train as many as possible, but shall we go forward blindly and without scientific determination of the number needed in each type of teaching service? This would apply not only to existing assignments but to new assignments yet to be created to meet such new needs as are briefly suggested above. In this area it seems to me that registrars can exert definite influence upon planning in the graduate schools.

3. *How Can Desirable Trainees Be Recruited?* I have used the word "recruited" only because of its wide usage today. To me, it has an unsavory connotation and implies an existing reluctance upon the part of the person recruited. I fear many people look upon the word as an attempt to set up temporary inducements to overcome the distasteful

factors involved. In any event, I hope we may rapidly substitute the word "select." Actually, the challenge before us is first to select those individuals who give promise of success in the tremendously complex task of college teaching and then to exert our efforts to induce them to prepare for such work. Here, again, registrars can help in the determination of factors which point to genuine success in teaching.

4. *What Are the Essential Elements in the Preparation of the Successful College Teacher?* This question, I believe, embodies the very essence of our whole problem. We have noted that the college teacher of tomorrow faces a greater task than has hitherto existed. Shaping the attitudes of all citizens is literally in the hands of our college instructors. They not only exert direct influence upon millions of college students, but, through their preparation of elementary and high school teachers and through their preparation of the teachers of elementary and high school teachers, they indirectly extend this influence to touch every future citizen of America. If we are approaching an era in which the peoples of the world can work together in peace, we must recognize the larger and larger responsibility of the college teacher. He not only must work with students whose heterogeneity of background is greater than ever before, and whose motivations are more diverse, but he must also appreciate more keenly the inescapable fact that his teachings and his influence will extend to ever-widening circles in society. With this in mind, I suggest an approach to the preparation of college teachers drastically different from that which dominates most (and I fear nearly all) of our graduate schools.

I certainly do not want to belittle the emphasis now placed upon research in our doctoral curriculums. Rather, I pause here to pay profound respect to the increased importance of this task and to the critical need for more trained research specialists. I do, however, want to make the point that emphasis upon research can and sometimes does overshadow other factors which are essential if we are to improve the quality of preparation for college teaching. Let me briefly suggest three elements of graduate school work, only one of which I feel receives much conscious recognition today.

The first of these is content, which now exclusively absorbs the effort of the doctoral candidate. It has been facetiously said that the Ph.D. candidate pursues more and more intensively a finer and finer point until he finally achieves that enviable place of knowing all about nothing. Having observed college teaching for nearly two

decades, this facetious statement is, in my view, tinged with tragic reality. Many employers of teachers have told me that our poorest teaching is done at the highest level and that much poor teaching at the junior college, the high school, and even the elementary level reflects the pathetic patterns set at the higher level. What I mean to assert is that, in our insistence upon mastery of a field of knowledge, we have almost entirely lost sight of two other things, which I suggest are distinct challenges to our graduate schools. One of these is professional preparation and the other is breadth of training which, at the junior college level, we now refer to as "general education."

Let us consider the second element, the professional preparation of the doctoral candidate. At a meeting last month in Chicago John Dale Russell said he believed as many as three universities are now doing "a little" in the professional preparation of Ph.D. candidates. We have noted above that more than one-half of all Ph.D. and Ed.D. recipients enter college teaching. Is it not logical, therefore, that our graduate schools should now set themselves squarely to the task of preparing these degree recipients for teaching? When visiting one great university recently, I was amazed to walk into a seminar of doctoral candidates who had been "in the field" doing apprentice teaching in college! Are we at all consistent in demanding the professional preparation of the elementary teacher and the high school teacher and then in proceeding to ignore this element in the preparation of the college teacher? To me it is a gap which cannot be defended by graduate school authorities and, at the same time, it is an area in which we registrars can much more aggressively exert our influence.

Third, in the efforts of our graduate schools to prepare doctoral candidates the fact that they are human beings and that they must live with other human beings in a society of increasing complexity is almost completely ignored. Our graduate work is not so organized as to promote general social understanding. Rather, it not only deliberately ignores it but definitely handicaps the candidate in following his natural desire to extend his studies. This is, again, a point on which registrars may meaningfully express themselves.

One final point of challenge to the graduate school is to coordinate its efforts of preparation more directly with the needs of the consumer. I know hardly an instance in which graduate schools take cognizance of, or even seek to define, the factors which the employers

of college teachers emphasize as desirable. There is an almost complete lack of coordination between those who dominate our graduate school curriculums and those who must take the products of the graduate school and make of them successful college teachers. Not only are the desires of the employers ignored, but rarely, if ever, does the graduate school follow up to determine whether its product is a success or a failure, and for what reasons.

After all, the problem of meeting the shortage of teachers in higher education is a task to which all of us must devote our best efforts in the years ahead. Is it not up to you and me, as administrative officers in the colleges and universities, to give our help to this effort in every possible way?

The Impact of International Relations on Higher Education

BEN CHERRINGTON

IT HAS been our custom to speak of a bird's-eye view of this and that, but no more. Henceforth, I presume it is a rocket's-eye view. If a man from Mars made an invisible visit in a rocket, I presume as he approached, he would see something very much like what we saw in *Life* not long ago, where the photograph was taken 100 miles up. I dare say his first glimpse, though, would be about 1,000 miles up and he would see the earth as a whole.

Let us assume that he, however, makes his first visit as an invisible visitor and he doesn't discover until he has got quite close that he is almost here, and he sees about what we see from the rocket 100 miles up, and he lands in this part of the earth which we call the United States and then, after he has been here some time, he goes back and reports to the chief of the Council in Mars. Wouldn't he report something like this:

"What did you find out there?"

"Well, I found an extraordinary form of animal life called man. That animal has amazing intelligence. Man has used his intelligence to conquer the forces of the earth on which he is living and make those forces serve his convenience and his comfort. He has been especially clever in utilizing those forces to make it possible for him to move over the face of the earth with great rapidity and to communicate with his fellows with unbelievable quickness. He has developed such things as what he calls railroads, whereby he can transport things that are produced in great factories that he has invented from one section of his country to another. He has developed what they call automobiles, in which he himself can move with great speed from one section to another. And then he has developed airplanes, which, of course, are quite slow in contrast with the speed of our rockets but still travel over the earth at the speed of sound.

"He also has developed what they call telephones, whereby any one of these men living in any section of that place that they call the United States can quickly communicate with anybody else, and he has developed what they call a radio, whereby the voice of one person can

be heard by millions of his fellows in other parts of the land. And they have developed what they call motion pictures, so the people can see what is happening in one section all over the country. In other words, I found that these people had not only developed these amazing instruments of communication and transportation, but they had utilized them and were utilizing them with what looked to me like very happy results.

"I found among those men there a spirit of unity, a spirit of comradeship and fellowship, if you please, in one section of the country and in another section of the country. They seem to understand each other. They seem to have trust in each other. I was told that they had fought each other but once in their history of over 140 years and they regret that and they say they will never do it again and, to me, it was a rather interesting experience."

"Well, that is interesting, but why didn't you explore other parts of the earth? Now, don't you think you would better go back again and this time make a wider tour and bring us back the report of what you find?"

Well, let us assume now that our man from Mars in his invisible rocket has this time made a rather extensive tour and he returns to Mars to make his report to the Council. Oh, he looks sad; he looks dejected. What is the report that he brings this time?

"What did you find?"

"Well, I found that in most of the other parts of the earth, these animals called man were to be found, and in many sections of the earth I found they were much more numerous than they were in that place that I first visited, which they called the United States, and I found that in a great many of these points that I visited, they also had used their intelligence to conquer nature, they had these same devices and gadgets that I reported on on my return from my first trip. They have railroads and they have telephones and they have radio; they have the motion picture and they have the airplane and the automobile. And then, like the people in that United States, they had the press, that I didn't tell you about, whereby all the people seem to be able to get the news that happened anywhere in their country the next morning.

"But I found this, and I can't explain it. It is inconceivable that people that are as intelligent as these organisms are, to judge by the skill they have shown in conquering nature and making nature their

servant, should not know how to get on together at all. I found that they were divided up into arbitrary groups which they call nations. That first nation was called the United States, and I found there were about sixty or more like that; that they were using these means of communication within the borders of their nations. I found in most of the nations where I went that they had to some degree, not to quite the same degree, a spirit of unity and of co-operation and of good will among their people. But I found that when they got to the national border, it stopped. They didn't use these instrumentalities to go on beyond these artificial boundaries that they had put around them. As a matter of fact, they put great barriers up, and so they were not using all of these devices that they had created themselves whereby it seemed to me they could learn to know each other and understand each other across these national boundaries. They were not using them at all. Indeed, they told me that in very recent years the people in these very nations had been fighting each other and they had murdered each other and slaughtered many millions of their fellows. And I heard them talking in a great many of the countries where I went; I heard them talking about another one of these slaughters—they call them wars—and I heard them say that they had recently developed a new conquest of nature which they called atomic energy and they are really seriously wondering whether or not they might destroy much of the civilization that they have developed through the application of their intelligence. It looked to me as though something was wrong with these people, fundamentally wrong, and, frankly, I don't know how to explain it,—that a people that is so clever, so ingenious, in being able to make their physical environment their slave is so stupid and inept in learning how to get on with each other."

"Well, didn't you find anything that looked encouraging? Do you think they are going to have that third war, or do you think they are going to use this new device to destroy their civilization?"

"Well, I didn't see anything that looked to me at all hopeful."

"But it is inconceivable that they are as stupid as that. Don't you think you would better go back again and take a careful look and see if you can't discover something that may offer some hope that they will not have this third war and destroy each other?"

Well, he comes back the third time. This time he doesn't look quite

so dejected. He is still pretty sober but there is a light of hope in his eye as he brings his report.

"Yes, I found something. I found that while it is true that they are all very worried about the possibility of this next war and what it may do to them, none of them want it, and I found that they were trying to get across these barriers that they had put up between the nations. They had set up some kind of international organization which was a kind of a crude form of international government, which all of the nations had joined, and they were trying to make it work. They called it the United Nations, I think, and it had a peace-enforcing section and it had kind of a big democratic section they called the Assembly, and it had a number of other bodies that were created to perform certain functions that overlapped the nations."

"It that all?"

"No, I found something else, and this I felt was very encouraging if they only would use it. You remember what I told you I saw on that first trip, these instruments of transportation and communication that they have developed, which make it so easily possible for one man to understand another man and to develop a sense of solidarity and fellowship, the airplane and the press and the radio and the motion picture, and the train and the automobile?"

"Yes."

"Well, I discovered that they were definitely trying to use these instruments that they had created on a world basis, so that they could do on a world scale what they had done within each nation, use these instruments of communication so that they might become acquainted and understand each other around the globe, just as they had done within the nation. They called it the United Nations Educational, Scientific and Cultural Organization. They are just getting it started, but the purpose of it is that the governments, through this UNESCO, shall make it possible for the peoples in all these different nations to seize these idle instruments and use them as means of moving about on a world basis and talking around on a world level and learning to understand each other and develop a feeling of oneness. To me, it looks as though they are all alike. I can't see much difference among them. And yet they seem to think that they are very greatly different. They look very much alike and they act exactly alike in every country to which I have gone and I should think that if they would use the

instruments which this UNESCO is going to make available to them, there is a possibility that if they do it quickly enough and do it on a wide enough scale, they may develop this sense of oneness and good will and understanding and they will not have that third war they have been talking about so much."

Well, take the United States of America. In this UNESCO constitution, it is stated in Article VII, in order to make sure that this UNESCO organization will be just what I have been talking about, an organization of the people and for the people and by the people of the world, under which peoples can learn to speak to peoples, in order to make sure that it will be that kind of an organization, the constitution of UNESCO, in Article VII, says:

"Each member state shall make such arrangements as suit its particular conditions for the purpose of associating its principal bodies interested in educational, scientific and cultural matters with the work of UNESCO, preferably by the formation of a national commission broadly representative of the government and such bodies."

Our Congress last summer passed a law, and the President signed it on the 30th of June, creating that national commission. It is something new in American history, and the law says this, among other things: "In fulfillment of Article VII of the constitution of UNESCO, the Secretary of State shall cause to be organized this National Commission."

Now, that Commission consists of 100 people. They are leaders in all phases of the life of the United States. They are not governmental employees except a few, 15, I think. That commission has had two meetings. It has drawn up its by-laws; it has appointed its subcommittees, and it is working on the problem of how it can fulfill its major job, its chief assignment under the law, which is to interpret UNESCO to all the people of the United States and to help the people of the United States individually, and through their organizations, to participate in the program of UNESCO and to advise the government of the United States on what the people of the United States would like UNESCO to do on a world scale.

The Committee hasn't known quite how to answer that question, and so it convened a national conference last month in Philadelphia. It made a survey and found that there were something like one thousand odd national organizations in this country of all kinds, interested in the broad field of culture.

Invitations were sent to those national organizations to send delegates, not more than two, because of the housing and hotel shortage, and more than 500 national organizations sent delegates to the conference in Philadelphia, only two in some instances, and many only one, and there they understood what UNESCO is and went back to their organizations to explain to their members how the organization is their organization, it is their movement.

But the Commission decided it would take a long time for the information to percolate down from two officers at the national headquarters to the last nook and corner of every county in the United States, and so it was suggested as a method of speeding up this process, that we might experiment with a regional conference and take it closer to the people, and it was decided that the first experimental regional conference should be held out here in our region, and on the 15th, 16th, and 17th of May, delegates will come from Oklahoma, Kansas, Nebraska and New Mexico, from Colorado, Wyoming, Utah and Idaho, from every organization in those states that is interested,—chambers of commerce and Rotary Clubs and civic organizations and women's clubs, the farmers' organizations, organized labor, if you please, all branches of education, higher, middle, lower and adult, the radio, the press, the motion picture, the churches of all faiths,—a cross-section of America, if you please, from this middle heart of America.

We are going to meet for three days. The reason I was late getting on the platform is that we have just had a meeting this noon of our planning committee with a representative from the Department of State. A similar planning committee is set up in every one of the other states and we are corresponding. This is to be a democratic people's movement, coming up out of the soil. We are going to see whether UNESCO can take root out here in the heart of America. We believe it will, and if it takes root out here, where our soil is pretty stony and where, in most of the area, we don't have much rain, I assure you people from different sections of the world where you have a richer soil and a more abundant rainfall, there is no question at all but that it will take root in your area.

You, too, can go home and start a UNESCO regional and state and local conference. The purposes are set forth very beautifully in the preamble to the constitution, which I think most of you are quite familiar with. You will recognize the beautiful prose as the handiwork

of Archibald MacLeish, that "Since wars begin in the minds of men, it is in the minds of men that the defenses of peace must be constructed." And then that classic sentence, that "Ignorance of each other's ways and lives has been a common cause throughout the history of mankind of that suspicion and mistrust between the peoples of the world through which their differences have often broken into war. That a peace based exclusively upon the political and economic arrangements of governments would not be a peace which would secure the unanimous, lasting and sincere support of the peoples of the world, and that the peace therefore must be founded, if it is not to fail, upon the intellectual and the moral solidarity of mankind; and, for these reasons, the states, parties to this constitution of UNESCO, believing in full and equal opportunities for education for all and the unrestricted pursuit of objective truth and in the free exchange of ideas and knowledge, are agreed and determined to develop and to increase the means of communication between their peoples and to employ these means for the purpose of mutual understanding and a truer and more perfect knowledge of each other's lives."

Now, ten years have gone by. The Council has assembled, the invisible rocket has carried the man from Mars to the earth to find out whether or not the peoples have used UNESCO and averted that world war. What will his answer be when he returns to Mars?

The Advisory Service of the Commission on Accreditation

FLOYDINE D. MISCAMPBELL

IN THE fall of 1945, the Joint Army and Navy Committee on Welfare and Recreation and the Advisory Committee of the United States Armed Forces Institute, recommended the establishment of a Commission on Accreditation of Service Experiences to act as a continuing civilian agency and clearing-house to co-operate with all educational institutions, associations, and organizations concerned with the evaluation of military training and experience of service personnel and veterans. A grant was made by the Carnegie Corporation to the American Council on Education for the purpose of establishing such a program.

A Commission was appointed to determine general policies and give supervision to the program. Consultants representing the armed forces, the Apprentice Training Service, and the Veterans Administration assist in co-ordinating the program with their own activities in this field. The members of the staff were selected for their background in college and secondary-school administration, and their experience in the accreditation program.

You are all familiar, I am sure, with the program of the United States Armed Forces Institute, and the Marine Corps and Coast Guard Institutes, which provide off-duty correspondence and self-teaching courses for men in the services. You are familiar, too, with the Tests of General Educational Development, both high school and college levels. It may be of interest to you to know that in forty-six states and the District of Columbia, high school diplomas or equivalency certificates are now issued either by the individual schools or the State Departments of Education, on the basis of demonstrated educational maturity and competence as measured by the high school level GED Tests. The results on these tests are being accepted as a major factor in admission by an overwhelming majority of higher institutions, and a few colleges and universities are granting advanced baccalaureate credit for satisfactory performance on the college level GED Tests. It is significant that fifteen states and the District of Columbia have broadened the use of the GED Tests for high school equivalency purposes to in-

clude non-veteran adults, and at least sixteen more states have indicated an interest in the possibility of following suit. Educators are beginning to see significant implications in the field of adult education of the entire educational and training program of the services.

One of the most important aids to the accreditation of service experiences is the American Council on Education's, *GUIDE TO THE EVALUATION OF EDUCATIONAL EXPERIENCES IN THE ARMED SERVICES*. This collection of leaflets identifying and describing most of the training programs offered by the services during the war, was prepared under the sponsorship of the Council's Committee on Measurement and Guidance, by a staff of civilian educators under the chairmanship of Mr. George P. Tuttle, Registrar of the University of Illinois. Actually, the spectacular success of this project is due largely to Mr. Tuttle's untiring efforts, his splendid leadership, and his experience and wisdom. Probably no single educational achievement in our times has met with such universal approbation and acceptance. After the *GUIDE* project was completed the committee was deactivated by the Council, at Mr. Tuttle's request, and the functions of evaluating and advising schools and colleges on accreditation problems were transferred to this Commission.

When this Commission began its operations, it was obvious that every high school and college should have a copy of the *GUIDE* in order that educators might have the proper assistance in evaluating service training. One of the first achievements of the Commission was to arrange with the Veterans Administration for the purchase and distribution of 25,000 copies of the *GUIDE*, a reprint of the complete materials prepared by Mr. Tuttle and his staff. One copy of this complete edition was distributed free to each secondary school and higher institution in the country.

As you know, there are several types of educational experience gained during active service involving formal in-service training, in formal off-duty study, and self-directed education. Within the time at my disposal, I cannot discuss in detail all of the aspects of accreditation, and will, therefore, devote the major portion of my time to an explanation of what appears to be the least known aspect of our program, the advisory service.

The operation of our advisory service is based upon certain premises which should be clearly understood. First, in this as in all matters of accreditation, complete institutional autonomy is recognized. The

GUIDE and our supplementary service make recommendations only; it is up to each institution to accept, modify, or reject them as it sees fit. Second, we make recommendations only to, and at the request of, educational institutions. Even when veterans indicate that they have been advised by the college to seek our suggestions or recommendations, we insist that the request come directly from the institution.

Upon request from an institution, we are prepared to assist by identifying the particular school in the GUIDE, by indicating a comparable course in the GUIDE, or providing supplementary evaluations prepared since the publication of the GUIDE. In other instances, we are able to give a description of the training program for the institution's own evaluation, and unfortunately, in a very few cases, we just can't find out anything about a course in spite of the complete cooperation of the various services.

In our correspondence, we receive many letters from educational institutions asking for assistance in evaluating a service school program. Sometimes, wholly inadequate information is given, and we are not able to identify the training program. It is no exaggeration to say we have received a discouraging number of letters something like this: "We have a veteran who completed an 8 weeks' course at Miami Beach, Florida. How much college credit should be allowed for this course?" Or, something like this: "One of our returned veterans completed a Radar course. How much credit should we give him?" As you will readily understand, there were a large number of courses given at Miami Beach by the various services. We really have to know whether the man was in the Army, Navy, Marine Corps, Coast Guard, or Merchant Marine; whether he was being trained to be a baker or an electronics technician; whether he was enrolled in 1941 or 1945; whether he was an enlisted man or an officer; which branch of the service was conducting the school. In the second case, there were radar programs very different in nature offered by all of the services for varying lengths of time and at different educational levels.

We have tried to simplify our procedures in providing an advisory service which is now being extensively used by nearly 200 institutions. In this connection, we prepared an evaluation form. Many higher institutions have reproduced this form and use it for their own institutional purposes, as well as in requesting our aid. Those institutions which use it regularly, assure us that it has been of enormous value to them in identifying and evaluating the service training of their vet-

erans. A copy of this form is reproduced herewith (insert). May I

Institution _____

Address _____

REQUEST FOR EVALUATION OF SERVICE SCHOOL TRAINING

_____ Name of Student	_____ Service Serial Number Rank or Rating
_____ Service (Army, Navy, Marine Corps, Coast Guard)	_____ Status (Freshman, Sophomore, etc.)
	_____ College (Liberal Arts, Engineering, Pre- Med., etc.)

Course Identification Information:

1. Name of service school attended
 2. Specific location of service school
 3. Exact title of course completed
 4. By which service the course was given, i.e.,
Army, Navy, Coast Guard or Marine Corps ..
 5. a) For Army Courses, by which branch given,
i.e., Signal Corps, Air Forces, Ordnance, etc. . .
 - b) For Navy Courses, whether course was in
aviation service or in other naval service
 6. Length of course
 7. Dates of attendance
 8. Whether course was for officers, officer candi-
dates or for enlisted men
 9. Some indication of subjects studied
- _____
10. Other information which may help to evaluate
training
- _____

take a couple of minutes to go over it with you so that you will understand why the information asked for is necessary? The name of the student, the service, his serial number, and rank or rating, are obviously the man's own identification, and are of assistance to us in cases where it is possible to check with the services the man's service record. We have modified the form recently to include information about the applicant's status and the curriculum he is studying, because it is often useful to have this information in making a suggested evaluation. The name of the service school attended, its specific location, and the exact

title of the course completed, information which is asked for in the first three items on the form, is very necessary. Items four and five identify the service and branch of service giving the training. Items six and seven identify the time and the length of the course. Since the lengths of these programs were changed from time to time, it is important to have this information. Most of the information thus far can be verified from the veteran's discharge papers, for the Army, AGO Form 100, for the Navy and Coast Guard, Form 553, and the discharge form for the Marine Corps. Item eight (whether the course was for officers or enlisted men), is helpful in many instances. Item nine, which asks for some indication of the subjects studied, is particularly useful in determining whether the service school being evaluated is comparable to another one in the GUIDE. Items nine and ten can be filled out by the applicant.

In most cases, with this complete information you will be able to identify the school and locate its description and recommendation, or one comparable to it, in the GUIDE. If not, we suggest that the form be sent directly to us for such assistance as we are able to give.¹ We first attempt to locate the course in the GUIDE, or find one that is satisfactorily comparable. When this is not possible, we refer to our files on service school training, which, I believe, are the most complete in the country, with the possible exception of those of the Library of Congress, and I doubt that these are organized for accreditation as well as ours. We have the original materials used by Mr. Tuttle, and the card catalogs and course outlines used at the United States Armed Forces Institute. In addition to this, we have the syllabi of nearly 500 courses which were either revisions or new courses not included in the GUIDE. Many of these were revised after the Tuttle project was completed, or have become available only since the security restrictions were removed. In this latter group are most of the programs in intelligence, counter-intelligence, radar, electronics, etc. Finally, if we are unable to identify the training in our files, we contact the appropriate branch of service which gave the training, and it provides us with course outlines or information concerning the training. The services have all been extremely co-operative and often are able to identify specific training programs as comparable to those already described and evaluated. In sending you an evaluation, if we can locate

¹ Address inquiries to the Commission on Accreditation of Service Experiences, American Council on Education, 1703 K St., N.W., Washington 6, D.C.

the course in the GUIDE, we send you the specific page reference, or the page reference to a comparable training program. When it is not contained in the GUIDE, but has been evaluated by the GUIDE consultants, we furnish you with their recommendations. When a course has not been evaluated by the consultants, and if it appears to be a training program of definite college value, we attempt to have it so evaluated. When the work is of a highly specialized nature and should be evaluated by the appropriate department in the specific college, we suggest an evaluation based upon local examinations. May I remind you again that in all cases the recommendations are only suggestions; the final decision as to credit must be made by the institution involved. The colleges, generally, have been fair and generous in attempting to evaluate and recognize educational achievements made in the service.

In summary, I should like to stress that the advisory service of our Commission is as vitally concerned as you are in maintaining high academic standards through the proper evaluation of service school training. We believe that it is a mistake to grant credit to a veteran if his educational achievement is not the equivalent of degree credit. I think those of you who have had considerable correspondence with us know that if the work is not at a college level, we recommend definitely that no credit be given, and when it appears that the veteran's training is at the college level, our recommendations are conservative. Our service was established to assist you, and we are prepared to extend a continuing service so long as there is a substantial need for it. We do hope that through the combined efforts of the Commission and your office, every veteran has a chance to have his service training evaluated, even though the course he completed was not included in the GUIDE.

Many of you are undoubtedly wondering how long there will be requests from veterans for evaluation of their service school training. I wish we had the exact answer. Your guess is probably as good as ours, but we think it is clear that there will still be large numbers of veterans entering college and seeking evaluations for another two years at least.

During the past months, I have met many of you through our correspondence, and in some cases, I have come to feel that I know you rather well. I hope this meeting may give me an opportunity to meet you personally and to introduce our program to others of you who apparently have no knowledge of our service.

The Government and Administration of Higher Education: Whence and Whither?

W. H. COWLEY

I

AT THE outset I should like to identify the general point of view from which this paper is written and also to define the two major terms in its title.

First, point of view. I hold the conviction that one cannot wisely meet the present or judiciously plan for the future unless he has a reasonably comprehensive understanding of the history of the ideas which subtly pervade today and condition tomorrow. Almost everyone, whether or not he admits it, defends his philosophy and his practices on historical grounds. In the United States few consider the past sacrosanct, but practically everyone looks to it for props to support the way he conducts his affairs. More than that, a good many people use the past as a weapon. They bandy about their interpretation of it to further a doctrine which they seek to sell their fellows.

For example, representing the Hutchins school of educational thinking, Mark Van Doren in his book *Liberal Education* asserts that the seven liberal arts "must be saved" because of "tradition grounded in more than two millenniums of intellectual history." Similarly, Dean Emeritus Roscoe Pound of the Harvard Law School and a number of other leading educators and laymen believe that general education should return to an emphasis upon the Graeco-Roman classics because they profoundly influenced the youth of the past and ought, so they argue, to continue to be primary influences upon the youth of the present. Also relying upon alleged historical precedents, a highly vocal group of professors declare that the professoriate should be the chief governors of our colleges and universities and should replace lay boards of trustees.

One cannot understand or cope with those who cite history to buttress their doctrines except by knowing something of the coursing through time of the ideas which they promote and also of the progression of competing ideas. In this paper I shall concentrate upon the

period immediately following the Civil War, during which time we set the patterns for the present and the immediate future of American higher education.

In an exhaustive review of the government and administration of higher education, it would be necessary to describe the practices in vogue at the institutions of higher education antecedent to those of the modern era including the Hellenic and Hellenistic schools of philosophy during the more than ten centuries in which they flourished. Present-day higher education has taken at least as many practices and points of view from them as from the medieval universities, and many of the problems with which they struggled seem extraordinarily modern. For example, in 306 B.C. Epicurus founded a co-educational school for young adults in Athens, and rumors about the morality of the students spread widely and harmfully—much like the rumors which an English clergyman stirred up early this month after a six weeks' lecture tour in the United States. Similarly, the Greek schools all had presidents (usually called scholarchs); and like their modern counterparts, they had their troubles. Aristotle, for instance, seems to have established his own school as the result of a difference of opinion about who should succeed Plato as head of the Academy. He did not like the man selected, and so he and some of his friends resigned and soon thereafter established the Lyceum.

These and other ancient and medieval precedents of contemporary higher education seem to me to have considerable current significance; but in this paper I shall, as observed, stick to the past century. Moreover, I shall cite history only to illuminate the present and to attempt to cast a bit of light upon the road into the future. To me history is a torch and not a touchstone or a toy.

So much for point of view. In briefer compass I can dispose of the definitions of the two major terms in the title. They are first, *government*, and second, *administration*. By government I mean the legislative and judicial control of colleges and universities residing legally in all American institutions in lay governing boards, most of which delegate some of their powers to faculty groups. By administration I mean the execution of policies determined legislatively and judicially. Government and administration meet in the person of the chief administrative officer of a college or university, but they are separate enterprises, and each faces different sorts of problems. This will perhaps become clear as I proceed to scan the major outlines of

academic government as I see them and to describe three trends in academic administration.

II

Who should govern American colleges and universities? That is, who should have the power of controlling policies and of deciding crucial differences of opinion? Legally these questions have long been settled, but during the past seventy-odd years a number of groups have sought to change the law or to persuade those who hold the legal power (that is, boards of trustees) to relinquish some, if not all, of it to them. One of these attempts has been spectacularly successful, another has made considerable headway, and a third has progressed a little but largely remains—and is likely to remain for some time—in the talking stage.

Academic government concerns four parties of interest: the general public, the alumni, the faculty, and the students. Our two oldest institutions of higher education (Harvard and William and Mary) agonized during their early histories over the question of whether the faculty or the lay board should be predominant, but the early nineteenth century saw the issue settled in favor of the trustees. These lay boards, protected by the decision of the Dartmouth College Case and other civil court rulings, became all-powerful. About the time of the Civil War, however, a third group began to project itself into the arena of academic government, to wit, the alumni. They did this relatively painlessly and commonly with the co-operation and approval of boards of trustees.

Two plans have been followed to give the alumni their growing governmental power. In the first place, a number of boards of privately managed institutions have assigned a sizeable fraction of their memberships to alumni trustees elected by the whole body of the alumni or by a representative group of them. This plan has been followed at Amherst, Columbia, Cornell, Dartmouth, Princeton, and a fairly large number of other colleges and universities. It brings the alumni into the center of the government of higher education, and boards of trustees—usually with enthusiasm—have had their charters changed to make the development possible.

The second plan gives alumni opinion great weight but not usually representation upon the ultimate governing board. Instead, the alumni have organized a central core of representatives—usually known as

the Alumni Council—to voice their interests and to bring their ideas to bear upon academic affairs. A few of the large publicly-operated institutions permit the president of the alumni association to sit with the board minus voting privileges, but in general the graduates and former students of public colleges and universities (and some private institutions) follow the alumni council method of expressing their opinions and on occasion of enforcing their will.

In effect alumni councils are becoming extra-legal legislative bodies wielding potent influence in both public and private institutions, and in my judgment their prerogatives will increase in the years ahead. It may even develop that the alumni of a larger number of institutions will achieve the legal status in academic government which has prevailed at Harvard since 1866 when the Board of Overseers came under the control of Harvard graduates. Only a handful follow the bicameral system under which Harvard has lived since its earliest days, but many institutions now look to the alumni for annual contributions to their budgets; and the more alumni give, the more power they demand. Private institutions in particular are being increasingly forced to depend upon these alumni gifts, and the alumni who do the hard work of conducting the campaigns—as well as many of the contributors—are insisting upon and getting greater influence in policy making.

Since the Civil War alumni have come to dominate the government of many institutions, and it seems certain that their authority will increase—and rapidly. If they are to pay a larger proportion of the piper's fee, they will call more of his tunes.

During this same period faculty participation in institutional government has also increased. The legal decisions which killed off the European plan of professional autonomy (or I should say apparent autonomy) limited faculty power to little more than student discipline, and on occasion the trustees brushed the faculty aside and handled that too. Most trustees were clergymen, and until two young Harvard tutors (Charles W. Eliot and James Peirce, the brother of the founder of pragmatism) gave the first written examination in any American college in 1856, the trustees even gave the oral examinations at the end of each academic year. Professors who today complain about being "hired men" might feel better about their status if they compared it with that of their predecessors of a century ago.

The tremendous development of higher education which occurred during and immediately following the Civil War directly contributed

to the increased participation of faculties in academic government. Harvard will again serve as an illustration. In 1863 the professors of the college and the professional schools got organized for the first time upon a plan comparable to the faculty organizations of today. They took the name of the Academic Council, but they limited their interest to the administration of a series of public lectures. More power, however, came in 1872 and still more in 1890 when a complete reorganization of the structure of Harvard brought into existence the Faculty of Arts and Sciences. This body and the faculties of the professional schools have acquired strategic power over educational policy, and Presidents Eliot, Lowell, and Conant have always reckoned with it. The two publicly-authorized governing boards of Harvard have not given up their final authority over educational policy, but they have delegated great blocks of power to the faculties.

The same situation has developed in most of the colleges and universities of the country, and a number of plans have been followed to achieve this result. In seven decades faculties have acquired so much strength that essentially they control the educational programs of all important American institutions of higher education. Certainly the principle has become thoroughly established that boards of trustees will not authorize changes in educational policy until a majority of the faculty has voted its approval.

Since the beginning of this century, however, some faculty members have been campaigning for considerably greater power. They want faculty representation on boards of trustees, and Cornell, Bryn Mawr, and Wellesley have granted it to them, the first two institutions, however, without votes. They want authority in determining budgets, and a number of institutions such as Oberlin and Reed have acceded to the demand. They want greater if not decisive power in the selection of professors, deans, and presidents; and not a few faculties have achieved this goal. Finally some ardent professors want to do away entirely with boards of trustees and presidents. During the period of the first World War and its aftermath the books of James McKeen Cattell, Thorstein Veblen, Upton Sinclair, and J. E. Kirkpatrick forced the question of abolishing boards and presidents into widespread discussion. The agitation waned, however, because the general public and the alumni showed no inclination to turn over higher education to the professoriate, and boards and administrators also yielded some of their authority to faculties.

In recent years, however, complaints about the methods of govern-

ing and administering colleges and universities have been increasing, and considerable bad blood seems here and there to be accumulating. For example, five years ago the retiring president of the American Association of University Professors summarized the thinking of some professors when he declared:

. . . the faculties of many, if not most, of our institutions have a minor voice in the determination of major questions of policy. In fact, there is plenty of evidence in our records to show that they are frequently treated simply as employees and told what to do, and are dismissed when independence in thinking runs counter to administrative wishes.

Similarly last year a group of faculty members of two large western universities issued a joint statement in which they deplored their alleged status as "hired men," and a few weeks ago the faculty of a large middle western university simmered when the board refused to reappoint a former professor despite the recommendations of his department, his division, his dean, and the president.

I report these developments not because I believe that professors have all the right on their side but rather to indicate the growing discontent in many faculties. This bad feeling seems likely to spread and intensify in the years ahead. In 1870 college faculty members numbered only about 6,000; today they total 130,000; and it is estimated that by 1960 the number will reach 175,000. It seems obvious that the arrangements which have sufficed during recent decades will not hold up during the period of gargantuan strains which we face in the years directly ahead. Personally I hope that the day will never come when faculties gain the major voice in the government of our colleges and universities, and I don't think it will, short of an unforeseeable and extraordinary kind of social revolution. At the same time I believe strongly that we could save ourselves an infinite amount of inefficiency, bitterness, and pain if we should finance a small corps of scholars to give continuous, full-time attention to the problems of governing our colleges and universities. We support not a single such scholar today; and we shall be sorry for our lack of foresight if we do not soon remedy this indefensible situation.

Such scholars would not only study the participation of the general public, of alumni, and of faculty members in academic government, but they would also appraise the part that students now play and that some believe that they ought to play. Cattell, McConn, Boas, and

a number of other writers on the political organization of higher education have proposed either that students actually be represented on boards of trustees or that elected seniors confer regularly and officially with boards and faculties. These proposals may seem far-fetched to many people, but the fact is that since the First World War students here and there have been asserting themselves pointedly and influentially. For example, a couple of months ago the students of the University of California at Berkeley fired the football coach and hired another, and just last week the veterans in the student body of New Mexico A. and M. organized to oust the president. During the decade following the armistice of 1918 the students of a score of colleges—notably Dartmouth and Harvard—expressed themselves sharply in writing concerning the limitations of the curriculum, and it seems to me significant that the Harvard Student Council in 1939 produced a brilliant report on general education which anticipated most of the recommended changes made by the faculty committee which in 1945 wrote the famous Harvard Report, *General Education in a Free Society*.

What effect the veterans will have upon current higher education remains to be learned, but student opinion in the recent past has been mounting in volume, vigor, and validity; and the maturity of the veterans seem likely to stimulate some expressions of the discontent which many of them seem to feel. I doubt that we shall ever return to the student-controlled system of institutional government which characterized some of the Italian universities in the Middle Ages or that we shall give our students as much power as that possessed by some European and Latin-American student-bodies, but it seems certain that they will demand more voice in academic affairs than they have now. The pressure of their increased numbers will alone contribute to this: the enrollment of 341,000 in 1900 seems likely to increase to 2,700,000 by 1950 and to at least 3,000,000 in 1960.

Moreover, the larger the student population becomes and the more advanced their average age, the greater will be the efforts of political organizations to mould them into pressure groups. We had a few tastes of this sort of thing in the 'twenties and the 'thirties, and a number of institutions now struggle to decide what to do about the communistic organization known as American Youth for Democracy. The probabilities are that we shall be hearing a good deal more from this and other political groups of students, and

we had better be at work studying the issues involved and deciding upon plans to meet them.

In this hasty review I have been able to do no more than touch upon the fringes of some of the momentous and vexatious questions of academic government which confront higher education. I have reviewed sketchily the diminution of the power of lay boards of trustees and the increasing power of alumni, faculties, and students. I have some ideas about how several of these issues might be resolved, but I have not burdened you with them. Instead, I have sought to do only two things: first, to indicate that the situation has been changing rapidly since the time of the Civil War; and second, to suggest that we had better begin studying academic government not only currently but also against the backdrop of historical trends. To do this we shall need, it seems to me, to commission a small corps of scholars to devote all their time to these pregnant problems.

American higher education supports at least five hundred scholars of medieval society but not one who gives all his attention to understanding academic government and administration. We assert again and again that the continued health of American life depends in large measure upon the soundness of education—and in particular of higher education—but we fail to finance the study of the crucial issues which we must meet. We resemble the shoemaker and his children: we serve every other agency of society by researching their problems, but we underprivilege our own.

III

Of the score or more administrative questions which might be discussed, I can examine only three: first, the evolving status of the presidency, second, the place of the business manager in both government and administration, and third, the growing need for institutional and national research organizations to assist boards, administrators, and faculties in meeting their problems intelligently.

Consider first the presidency. When Charles W. Eliot became head of Harvard in 1869, he found an administrative staff of three associates: the steward in charge of the dining hall, the regent responsible for the dormitories, and the registrar (part-time) handling the academic records. Neither Harvard nor any other American college had a dean although the heads of the loosely-associated professional

schools held that ancient title. Bursting with plans to convert Harvard into a university and determined not to be bogged down by student discipline as his predecessors had been, he proposed to the governing boards that they establish the office of Dean of Harvard College. This they did in January, 1870, and Mr. Eliot appointed Professor E. W. Gurney of the history department to the deanship on a part-time basis.

I recite this history to illustrate the huge growth of administration during the past eighty years and also to call attention to the development of functional administration, that is, the appointment of special officers to handle duties which presidents once carried themselves. I need only allude to the establishment in the recent past of several dozen different kinds of administrative officers from assistant deans to vice presidents, but I should like to describe two unusually significant current trends: first, the appointment of co-ordinating heads of the several major functional divisions of administration, and second, the slow evolution of the presidency into a developmental rather than an operational office.

As the number of administrative officers has multiplied, it has become apparent that they could not wisely be permitted to work independently of one another or to report directly to the president. In the first place, it seems senseless for the superintendent of buildings and grounds to run his own show without any defined co-ordination with the business manager, for the director of admissions to operate off by himself without a clear relationship with the counselors of students, and for the department heads of each of the natural sciences, say, to go their independent ways. The friction caused by so many self-contained executive units and officers has led to the administrative reorganization of many institutions—both large and small—into three or four functional groups under the headship of an officer with the title of vice-president or dean. This officer alone reports to the president for his area, and thus the number of individuals looking directly to the president for oversight has been greatly reduced.

Consider, for example, the situation which has developed at Ohio State University as representative of the evolving administration of large universities and that at Hamilton College as representative of the evolution of a small college. At Ohio State three major officers now head up functional units: an academic vice-president, a student per-

sonnel vice-president, and a business manager who has the authority of a vice-president but not the title. (At Chicago, Michigan, and Minnesota the business managers are vice-presidents.) At Hamilton College comparable officers function: the dean of the faculty responsible for instruction, the dean of students, and the business manager. A few institutions elevate a fourth officer to equality with the three just described, to wit, the individual responsible for public and alumni relations.

As institutions become larger and more complex, it seems inevitable that all of them will move in the direction of consolidating their chief functional areas into units. Probably no standard pattern will develop since every institution must organize itself around the unique problems it faces and also around the personalities of its administrative staff, but the movement toward functional co-ordination seems unmistakably here to stay—and to develop. It will lead to many changes in over-all administration and in particular to the reduction of the number of people who discuss their problems personally with the president.

Developing from the growth of functional co-ordination, important administrative reorganizations have been made at several large universities since 1944. They have been made to free the president from many of his traditional duties and thus to give him time to devote to policy and development. Chicago, Stanford, and Harvard illustrate this trend. At Chicago the office of chancellor has recently been created above the presidency, at Harvard the newly-appointed provost has taken over some of the duties of the president, and at Stanford the vice-president serves as chief executive officer. Yale and a number of other institutions have been operating under a plan something like these three for some years, and from now on I believe that we shall see many universities and also many colleges swing over to it.

As I see it, this is as it should be. As a well-known professor emeritus of English wrote in a newspaper article last week, under present arrangements "too much is asked and expected of" college presidents. About a hundred years ago the leading administrator of the period, Francis Wayland of Brown, described himself as "a dray horse"; and the job has become many times more difficult since. The president must deal with a greater range of problems and a wider variety of kinds of people than perhaps any other executive in modern

life. He must be an educator, a businessman, a public speaker, a writer, a money-raiser, a politician, a giver of dinners, a charmer at receptions, a learned commentator on world affairs, and popular with students, alumni, and the general public. No wonder that he has been described, on the one hand, as a man who makes compromises for a living and, on the other, as a power-drunk dictator. No wonder he has been compared to a rag doll—and because both are said to lie naturally in any position. So much is required of him that he can't do it all; and in trying to do it all, he wears himself out and makes abundant enemies. A University of Chicago professor wrote several years ago, for example, that one of his famous colleagues at that institution walked by the President's home "each evening so that he could spit on that gentleman's sidewalk."

All this is bad enough, but much worse is the fact that presidents immersed in endless processions of routine details cannot find the leisure to give adequate thought to the large policy and developmental problems which need attention, especially in these days of massive social unrest, bulging enrollments, financial stress, and the coming of state and federal governments more actively into the bailiwick of higher education. In this period of titanic transitions in the world at large and therefore in education, piecemeal solutions will not do—and we shall have little besides piecemeal solutions until we relieve presidents from as many as possible of their routine activities and let them give big chunks of their time to studying the immense directional problems of modern life and of modern education.

The governing boards of Chicago, Harvard, and Stanford have wisely seen the need of reconceiving the nature of the chief administrative office of their institutions, and probably other boards will follow their example. The sooner this happens, the better.

Small colleges should follow the lead of the large universities because the presidents of such institutions probably have the more difficult jobs. They encounter all the problems of their colleagues at the larger institutions; and in addition most visiting parents and alumni want to chat with them, they must personally handle many jobs which the presidents of large institutions never even hear about, and they must know most if not all the members of the student body individually. Two of my neighboring colleagues during my six years as president of a small college have since died of overwork, one in his middle fifties and the other at forty. Most presidents resign or are

fired before they break physically, but the difficulties of the small college presidency are demonstrated by the fact that their tenure averages less than six years compared with about thirteen for their compeers in the larger institutions.

Be that as it may, college and university presidents in general must be given more time to see their socially-strategic jobs in broad sweeps which reach ahead imaginatively by years and decades and not, as too frequently happens, only by months or even weeks.

Along with the office of president, the office of business manager seems also to be changing. Not a few of the powerful individuals who hold this position are coming in for abundant criticism, and *they* rather than presidents have now often become the targets of the largest shafts of faculty animus. The faculty of a leading state university went on record two or three years ago, for example, as unalterably opposed to the tendency to give the business manager more power. "The Faculty does not want educational policy subordinated to financial management," the document read. "Business management should assist rather than dominate the conduct of the University's main function—education." Not a few faculties, to my knowledge, share these sentiments; and, moreover, a growing number of presidents apparently do too. In any event, several institutions in the recent past, notably Chicago and Stanford, have changed their statutes to make the business manager responsible to the president and not to the board. Other institutions took this action years ago including Brown, California, Cornell, Dartmouth, Harvard, Princeton, and Yale.

But making the business manager a subordinate of the president rather than his equal will not, in my judgment, shear away his extraordinary influence. More drastic action seems essential: he should no longer be permitted to serve as secretary of the board. The business manager taken to task by the faculty from whose document I have quoted reports, according to the statutes, to the president. He acts, however, as the board's confidential secretary, and thus he has come to know its members so intimately that his opinion carries great weight with them. Most board members are businessmen, and as such they naturally understand the problems and the point of view of the business manager better than they usually understand educational problems. This is true, at least, in the half dozen colleges

and universities which I know intimately. The presidents of these institutions are again and again stymied by their business managers who either at board meetings or behind their presidents' backs push their own ideas about institutional, and often about educational, policy.

With our colleges and universities growing phenomenally larger and with many of them becoming mammoth business enterprises, their business affairs will increase in scope and importance. Business managers must not be permitted, however, to retain behind-the-scenes influence. Power and responsibility must go hand in hand; and since the president has the responsibility, he must also have the power. A larger number of presidents and boards are coming to see this, and I expect that in the foreseeable future we shall witness the authority of many business managers considerably reduced.

In the few minutes that remain of the time scheduled for this paper I can do little more than touch upon the third administrative development to which I have referred, that is, to the establishment in a few institutions of research organizations to conduct studies on questions of internal management and policy. When student bodies and faculties were small, administrators themselves could take time out for research on their own problems; and such men as President Eliot of Harvard, President Gilman of Johns Hopkins, and President White of Cornell devoted a good deal of their energy to educational research. Few presidents are able to follow their examples today, and so we appoint an endless number of committees whose members carry on investigations while continuing to carry full teaching loads. This has not proved to be an effective method of finding the answers to our educational and administrative riddles. Such institutions therefore as Purdue, the University of Illinois, and the University of Michigan have organized research units, staffed by full-time investigators, to seek solutions for their pressing problems and to conduct continuous comparative studies. It seems inevitable that many institutions, large and small, will follow the leadership of these pioneers. The more complex education becomes, the more urgent such a development will be.

We shall also soon see the need, I think, of organizing a national research organization to keep in touch with problems and practices over the country, to funnel the prolific literature being produced, to service administrators and faculty committees seeking information, and

to plot out long-time trends. Scores of professional societies do some of this work now, but few if any of them have adequate staffs at work, and thus they give limited service. In general we depend chiefly upon occasional investigations by national commissions and committees, but such oases in the desert do not suffice. We must have continuous studies comparable to those conducted in almost every other major social enterprise. Higher education has fathered the research point of view, but we do not practice on ourselves what we preach to everyone else.

I had an experience last week which illustrates the kind of help such an organization could give. The president of a university near Stanford invited me to spend a couple of days to counsel him on some of his problems. He asked many questions, not a few of which I couldn't answer because I didn't have the necessary facts and didn't know where to turn to get them. For example, he asked what he should do about raising faculty salaries: should he propose to his board that they be increased permanently, or should he propose that cost-of-living increases be given temporarily? We decided that he would need to do what his competitors in comparable institutions do and that therefore he should see or write the presidents of several of them to discover what they had decided. This he is now doing, but I submit that that's an unsatisfactory and time-consuming way to meet an issue fraught with such important implications in morale. That administrator, and all his fellows, should have periodical reports coming over his desk reporting what is happening over the country on this and all other major problems of administration. Law, medicine, dentistry, and business underwrite such services, and higher education must too.

Under present slap-dash methods our colleges and universities annually spend large sums of money on educational research, but it's hidden in budgets because individuals and committees do the work on time allocated budgetarily to administration or to instruction. For these expenditures, moreover, we usually get a shoddy product. Individuals engaged in other activities can give only left-handed attention to educational investigation, and moreover most of them haven't the training or the knowledge to turn out polished jobs. We must assign educational research to experts with wide-ranging information and competence.

IV

In this paper I have attempted to describe what seem to me to be a number of significant trends in the government and administration of higher education. I have tried to put several of them in historical perspective; and if time were more abundant, I would have done that for them all. Concerning the office of business manager and concerning the need of research I have suggested some ideas of my own. They may not seem to you to be sound, but I hope you'll think them provocative.

It has become trite to observe that higher education enters a new day of mighty expansion and colossal problems; but trite or not, the statement must be made again and again and again. Only by taking it seriously can we be equal to the challenges that must be met. Among these, the problems of academic government and administration stand in the pivotal center.

The Gobble-de-Gook in the Administration of Veterans' Affairs

S. L. MCGRAW

MORE than three thousand years ago, the wise old Solomon declared:

"There be three things which are too wonderful for me, yea, four which I know not:

The way of an eagle in the air; the way of a serpent upon a rock; the way of a ship in the midst of the sea, and the way of a man with a maid."

Lo, after these many years, we add a fifth: The way of the Veterans Administration with the veteran.

I am not trying to be facetious. I was never more serious in my life. I am not an alarmist, but to me any attempt at the abrogation of democratic principles and practices is indeed ominous. I have not turned reformer, but when I see a governmental agency invade the dominion of the educational institutions, I unreservedly exercise my constitutional right—freedom of speech. When I see the youth of this land, who offered their all, denied the right to live a normal student life, I start growling and begin kicking.

For the purpose of this discussion, the subject will be divided into two parts: I, Institution; and II, Veteran. The welfare and progress of both are so closely interwoven, many of the statements could just as appropriately be made under one heading as the other; the division here made serves the purpose of emphasis.

I. INSTITUTION

Let us begin by reviewing a few of the various reports and forms requested or demanded. These, too, may be divided into two parts: 1. Bastard Reports and 2. Legitimate Forms.

1. *Bastard Reports.* (1) A copy of the schedule of studies to be followed by each trainee at the beginning of each term, quarter, or semester. As a matter of information, I asked an official of the Veterans Administration what use was made of this material. He pointed out that a trainee might write for information or advice on

his program, and his schedule would be needed to answer his question intelligently. A very intelligent and convincing answer! My own correspondence with the Veterans Administration, however, leads me to believe that the trainee's schedule would have changed long before a reply was received. A few weeks later I asked another representative the same question. He led me to believe that he should not answer a question like this, but I did get the impression that little or no use was made of these study schedules.

(2) "Reports or records of attendance, deportment, and progress of students in training—to enable the Veterans Administration to administer the training of the veteran as required by law." This seems to have some of the earmarks of the Hitler youth movement. Ah, no. Let no such unworthy thought rule my tender soul. I disclaim it utterly. I am sure that the philosophy back of reports on attendance, deportment, and progress is purely altruistic. At this point, it is well to take a look at the law. Public Law 16, Seventy-Eighth Congress, which provides for vocational rehabilitation of the disabled, Part VII, paragraph 2, states: "The Administrator shall have the power and duty to prescribe and provide suitable training to persons included in paragraph 1 . . . and, in addition, he may, by agreement or contract with public or private institutions or establishments, provide for additional training facilities as may be suitable and necessary to accomplish the purpose of this part." Paragraph 6 of the same part: "The Administrator is hereby authorized to make such rules and regulations as may be deemed necessary in order to promote good conduct and co-operation on the part of persons who are following courses of vocational rehabilitation provided by this part."

Legally the Veterans Administration may have the right to require the submission of the above-named reports for vocational rehabilitation students, but when it comes to what is best for these students, the procedure is questionable. Education is the all-inclusive business of the colleges and universities, and it ought to be the exclusive business. They have no right or reason for existence other than that of education. It should follow then that the educational welfare of the student can best be served by leaving the job in the hands of the institutions.

For that great number registered in the institutions under Public Law 346, Seventy-Eighth Congress, there is nothing expressed or implied in the Law that even gives the Veterans Administration the moral right to request these reports.

Furthermore: Public Law 346, Seventy-Eighth Congress, as amended in Public Law 268, Seventy-Ninth Congress, Section 5 (a), Paragraph 1 of part VIII: "Any person who served in the active military or naval service . . . shall be eligible for and entitled to receive education or training under this part." Paragraph 2, beginning line 11: "That his work continues to be satisfactory throughout the period, according to the regularly prescribed standards and practices of the institution." Paragraph 3 (a) "Such person shall be eligible for and entitled to such courses of education or training, full time or the equivalent thereof in part-time training, as he may elect, and at any approved educational or training institution at which he chooses to enroll, whether or not located in the State in which he resides, which will accept or retain him as a student or trainee in any field or branch of knowledge which such institution finds him qualified to undertake or pursue: . . . *And provided further*, That any such course of education or training may be discontinued at any time, if it is found by the Administrator that, according to the regularly prescribed standards and practices of the institution, the conduct or progress of such person is unsatisfactory." The Law is definite and clear. The Veterans Administration has no function in the educational program of the veteran so long as he meets the "regularly prescribed standards and practices of the institution." Any action on the part of any representative of the Veterans Administration in calling for, or requesting or demanding "attendance, deportment, or progress reports" would seem to be interference with the individual and personal rights of the veteran and an encroachment upon the prerogatives of the institution. The progress or conduct of a student is a matter between the student and the institution, not between the student and the Veterans Administration. Only when the student has failed to meet the "regularly prescribed standards of the institution" does it become the business of the Veterans Administration. Then and then only, it becomes the duty of the Administrator to terminate the veteran student's period of education.

Public Law 346, Title II, Chapter IV, Part VIII, Paragraph 8, "No department, agency, or officer of the United States, in carrying out the provisions of this part, shall exercise any supervision or control whatsoever over any State educational agency, or State apprenticeship agency, or any educational or training institution:"

The right to exercise power or authority, to rule or to govern, is

attained by means of delegation or usurpation. Play with your imagination a little.

The issue is clear. Shall the administrative officials of the institutions supinely and spinelessly submit to the bureaucratic cockeyed regulations, or shall they courageously stand on their legal and constituted institutional rights?

2. *Legitimate Forms.* (1) VA Form 7-1950. The only objection or criticism that can be offered to this form is its flexibility. It is the subject of frequent and sudden changes—a chameleonic sort of thing. Take a look at the bottom of this form. "Supersedes VA Forms 1950, 7-1950 (Test Form), 1952, 7-1953a, and 7-1953b." These forms have varied as the boundary lines of the states were crossed. While in my judgment they have become progressively worse, it is hoped that this present Form 7-1950 may now be standardized and become uniform throughout the country.

(2) Form 1909—Certification of Re-entrance into Training or Education. This, too, is an essential form.

For the purpose of this paper, it is not necessary to list or discuss additional forms and reports. Two of the forms listed, 7-1950 and 1909 are legitimate. It is my judgment that a request for any others is arbitrary and entirely outside the province of the Veterans Administration.

II. THE VETERAN

Why the G. I. Bill of Rights? Is its purpose to compensate partially for an interrupted normal life, or is it an instrument to be used to perpetuate regimentation? If the former is true, then Public Law 346, Seventy-Eighth Congress, as amended in Public Law 268, Seventy-Ninth Congress, Part VIII, Paragraph 3, should be amended by striking out the following: "That, for reasons satisfactory to the Administrator, he may change a course of instruction: *And provided further,*".

A large percentage of young people entering college do not have a specific objective set up. There is also a large number who, after a trial in a certain curriculum, discover for themselves that they made an error in their original decision. The non-veteran student has the privilege of registering in college without a specific objective and establishing one after he has found himself. If he did register with a definite objective, he may change it, if he decides he has made a

wrong choice. Certainly he will have the benefit of advice, on the ground, and from one who has studied him as an individual. Why should not the veteran student have the same privilege? Is he being deprived of his liberty? What change has taken place in him that he needs the protecting wings of a "guardian angel" forever spread over him? Or has it been decided that the personnel of the educational institutions of this country is not qualified, or cannot be trusted to do the job?

A few months ago, I had an opportunity to discuss this matter with one of the gumfoots. Implied, at least, was his opinion that the institutions were not prepared with qualified personnel, nor equipped to put on an acceptable program of testing and advisement.

Let me cite an example of expert "advisement" by the Veterans Administration. At the end of the past semester, we were forced to place on scholastic probation one of our pre-medical students (veteran). He had convinced himself that he would not be able to make the grade. He asked for advisement; traveled one hundred miles; paid his own expenses, and on his return reported, "advised medicine". A few days ago, he came to my office and said, "I can't make it; I might just as well withdraw. I will be suspended at the end of the semester anyway".

In further conversation with the gentleman from the Veterans Administration, I expressed the opinion that the matter of discussing a poor scholastic record with a student was a prerogative of the institution. He countered with the implication that the personnel of the institution was either not qualified, or would not do the job, and somebody must advise the veteran. If this be true, there should be a wholesale abdication of the present staffs of the institutions, that the elite guard may take over.

Another classic example, that probably falls under "expert" advisement, is part of a letter from the Regional Office to a Training Officer.

"The above named veteran, who is enrolled at Concord State College under Public Law 346, has requested this office to purchase a French Horn for him as this instrument is necessary in this course of study as a music maker. The law states that these purchases can be made if it has been determined that the veteran shows sufficient aptitude, talent, and interest to indicate the likelihood of success.

"In view of this, it is suggested that on your next trip to Concord

State College that you check closely with the instructors and with the veteran to determine whether he has the requirements mentioned above. If it is determined that he would be a success, then you recommend to this office that the purchase should be made by the Veterans Administration."

Here is the instructor's report:

"This is to certify that _____, a veteran enrolled in this institution, is taking music as his major and the French Horn as his major instrument. In my judgment, he shows sufficient aptitude, talent, and interest to indicate that he will be successful on this instrument. This veteran is in need of this instrument, and I recommend that it be purchased."

On his next visit to the College, the Training Officer did interview the veteran in question, as well as one who had requested the purchase of a trumpet. After the interviews, which had taken place in my presence, were over, I asked the Training Officer what he knew about music. He left the impression with me that he knew very little, but yet, he was called upon to sit in judgment as an "expert" and determine whether a veteran showed "sufficient aptitude, talent, and interest to indicate the likelihood of success" on a French Horn or a Trumpet. Neither veteran got the instrument.

The institutions of higher learning have done a pretty good job of guiding and advising students for a number of years, and it is my belief that they can still do a better job for a democratic society than any agent created by the Federal Government. Guidance and advisement of students are prerogatives of the universities and colleges, and to permit any outside interference in these functions is to call into question, indirectly, if not directly, the integrity of the institutions.

You cannot have half of your student body looking to one authority for guidance and advisement and the other half looking to another authority and have unity of effort. It is questionable that the Congress ever thought of its agent taking unto itself the function of education. Yet guidance and advisement are part of an educational program. It is a misfortune that an agency of Congress, the Veterans Administration, should take these prerogatives for its own.

Why should the veteran student forever have the sword of Damocles hanging over him? Many fail to exercise their rights under the G. I. Bill of Rights because they are not sure they can make the grade in their chosen objective, and they have no desire to go through

the red tape to get approval to change. It seems to be a type of parole system, or is it a system of conditioning for an anticipated war of nerves?

The veteran has earned the right to a definite period of training in an institution of his choice. Why should he not have the privilege of enjoying a normal student life so long as he meets the standards of that institution?

The greatest service the Veterans Administration can render the veteran student is punctual and efficient action on his monthly subsistence checks, and, yet, this seems to be the function with which it is least concerned. Most of the veterans attending college depend wholly upon these vouchers to take care of their current bills. The receipt of checks two to seventeen months late is not conducive to good study habits. The usual excuse or alibi given for this delay is "volume of work." This is an acknowledgment of weakness and unfitness of personnel. It would be a rare occasion when big business, and there are some as big as the Veterans Administration, did not pay its employees. If the present personnel is incapable of giving service, then certainly someone has the authority to try a new and different personnel. The condition can't be made worse. There is a possibility it might be made better.

It is very disconcerting to boys of the Veterans Administration for you to call upon a congressman for help, but it is one sure way of getting action. These boys curry the favor of Congress. It is possible to report case after case where it has taken the action of some congressman to get subsistence checks flowing, but I shall not go into any of these cases. I would like, however, to cite one example of gross inefficiency which caused a great deal of confusion on our campus. An exact copy of the body of the notice:

"This is in reference to your subsistence allowance claim.

"Information has been received in this office showing that your training was resumed on September 10, 1946. Accordingly, your subsistence allowance payments of \$90.00 monthly have been discontinued effective September 10, 1946."

I called the individual from whose office these notices came. He said no such notices had been mailed, but by the way, three days later, the Registrar of Concord College received one, complete, even with a claim number. You are probably asking yourself the question, "Why is he so concerned about this matter?" The answer is simple. I am

Director of Veterans Service in our institution, and it is my business to try to keep the morale as high as possible. No man is going to have the right attitude, if he doesn't know how he is going to pay for his next meal.

Recently, Louis E. Starr, National Commander of Veterans of Foreign Wars, charged the government with waste in the administration of veterans' affairs and called for a Congressional investigation. The observations from my little world lead me to believe that Mr. Starr's charges should be taken seriously. It appears that the Veterans Administration is fast becoming the bureaucracy of bureaucracies. With its ever expanding elephantine giantness, one wonders if its primary purpose hasn't become the creating of jobs for a few thousand rather than giving services to the millions in the field. Of course the saving of a few million dollars of tax money in unnecessary salaries would mean nothing in a thirty-seven billion dollar budget, but the saving in paper, by the elimination of needless forms and reports would be worthy of mention.

A new principle in administration has been established by the Veterans Administration—if an office does not function, set up another one to make it function. It was recently announced that the post of subsistence award expeditor had been set up. He is to be "responsible for prompt handling of all reports on non-receipt of subsistence checks." It is to be expected that within the next few months the announcement will be made that a Senior or Chief Expediter has been appointed, whose duty shall be to expedite the expeditor. Probably you recently read in the papers a report that twenty-four employees of the Veterans Administration were traveling with \$176,000 of the taxpayers' money to find out why 300 American G. I. students at Oxford and Cambridge were not getting their checks. Is this a corporal for every private, or is it a rebirth of WPA—three standing, one working?

The inefficiency in the Finance Division of the Veterans Administration may be due in part, at least, to over-administration. There must be thousands of the so-called "Training Officers" scattered over the country, and I am wondering if anybody has found any excuse for their existence around an educational institution, other than that of a general pest. I have known of some of them going so far as to criticize the standards of the institution—the marking system in one institution was too severe, in another too lenient. The money for this

type of service could better be spent in increasing the veterans' subsistence allowance. However, if it has been decided that the educational institutions cannot be trusted to do the job for which they were founded, or that no honor or integrity exists therein, then the Congress by action should declare that a state of emergency exists, and empower the President to seize and operate the colleges and universities, that the gumfoots, hawkshaws, and sleuths may operate clothed with legal authority.

Your family doctor is poor indeed, if after diagnosing the case, he is unable to prescribe a remedy. Since I have made the diagnosis without invitation, I shall likewise prescribe a remedy.

1. The functions of the Veterans Administration should be so well defined by law, if not already so defined, that there cannot exist the slightest possibility of encroachment on or interference with the freedom and prerogatives of the educational institutions.

2. If the veteran is to derive the greatest benefits from his educational endeavor under the G. I. Bill of Rights, he must be free to exercise his rights of liberty and of freedom. As a student, he should be responsible only to the institution for his progress and conduct. He cannot serve two masters. He cannot be "half free, and half slave."

3. The Veterans Administration should be so organized that all subsistence allowance checks may reach the veteran on time. That the veteran may have a chance to make good, a plan of procedure ought at least to be made workable. The inefficiency of the administration of this function is a national disgrace. The addition of expeditors will not do the job.

4. Public Law 268, Part VIII, Paragraph 3, should be amended by striking out "That, for reasons satisfactory to the Administrator, he may change a course of instruction: *And provided further,*". The veteran student should have the same rights of selection and the same privilege of changing his mind that are exercised and enjoyed by the non-veteran student. Regimentation has no place in our way of life. Theodore Roosevelt said, "A man who is good enough to shed his blood for his country is good enough to have a square deal afterward."

5. The subsistence allowance should be increased. The cost of living at present makes it impossible in most cases for the veteran student to have the bare necessities of life. The differential between the

allowance of the single and married veteran should be widened. The present difference is too small.

6. The provision in Public Law 345 on *Compensation from Productive Labor* should be repealed. If a veteran student can carry a normal academic load, according to the standards of the institution, and at the same time be employed in some gainful occupation, he should not be penalized for so doing. It puts a premium on indolence and stymies the progress of the ambitious. To hamstring individual initiative is undemocratic.

7. The veteran should have preference in employment in the Veterans Administration. However, the first criterion for employment should be service to those who are to be served. The Veterans Administration's function is not to create jobs for a favorite few but to render service to the many.

8. The administrative cost should be reduced by elimination of all unnecessary and unproductive personnel. Over-administration makes for confusion in administrative procedure and keeps the veteran, as well as the institution, wondering what will happen next. Permit the veteran to live a normal student life, and he will make good. He doesn't need the advice of a guardian angel, the protection of a black-shirt guard, nor the shadowing of a stool pigeon.

The National Conference on UNESCO, Philadelphia, March 24-26, 1947

ERNEST C. MILLER

IT WAS my privilege to represent the American Association of Collegiate Registrars at the National Conference on UNESCO held at Philadelphia on March 24-26, 1947. It was suggested at that conference that each representative take back to his organization some of the enthusiasm and inspiration that he had received while attending these meetings. To do so would require a series of protracted meetings with all the religious fervor and spiritual power connected with such gatherings. However, I shall attempt to give you my general impression of the conference, to present the concentrated essence of the proceedings, and to describe briefly the aims and purpose of UNESCO.

United Nations Educational, Scientific and Cultural Organization, known as UNESCO, is the educational arm of United Nations. It is dedicated to the proposition that "rehabilitation of the mind is as important as rehabilitation of the body," and that "since war begins in the minds of men . . . the peace must therefore be founded . . . upon the intellectual and moral solidarity of mankind." The known facts are that thousands of children in the war-torn countries are still without schools, and still lack the simplest educational materials. UNRRA has made a significant contribution by feeding the hungry, curing disease, and setting the world on the road to recovery, but it is obvious that the rehabilitation of the minds and spirit of youth in devastated areas is as important as the restoration of their bodies. To that end UNESCO has been organized and given the means to carry out its work of international educational rehabilitation. Thus, after many years of effort on the part of educators, education has secured international recognition as a factor in the maintenance of peace.

UNESCO has many projects under way and has begun to operate in many sections of the war-devastated countries. Apparently its three large scale projects, at present, are these:

1. The reconstruction of the educational and cultural systems of countries, members of UNESCO, which have been devastated by war

2. Fundamental education—an all-out campaign against illiteracy all over the world
3. The promotion of international understanding through teaching

In announcing the meeting of the National Conference on UNESCO at Philadelphia the following statement was made concerning the purposes of the conference:

"The first National Conference on UNESCO has been called by the U. S. National Commission for UNESCO to achieve two major purposes: (1) to acquaint representatives of interested national organizations with the aims, objectives and program of UNESCO and of the U. S. National Commission for UNESCO; and (2) to propose ways by which these organizations can take part in carrying out the aims and program of UNESCO."

On July 30, 1946, President Truman signed Public Law 565 authorizing the United States to accept membership in the United Nations Educational, Scientific and Cultural Organization. The purpose of UNESCO, as stated in its Constitution, is as follows:

"The purpose of the Organization is to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations."

About 1000 people, including representatives of approximately 500 organizations, attended the conference. To be sure, it was difficult to get a clear idea as to where all 500 organizations, including the American Association of Collegiate Registrars, fitted in. As might be expected, nearly every educational, scientific and cultural organization of national scope, and a few of international scope, were represented at the conference. In addition the veterans' associations, labor unions, the American Civil Liberties Union, and the Y.M.C.A. were on hand. Also representatives of the Polish National Catholic Church of America, the D.A.R., and the American Guild of Organists were present.

The Program Committee of the National Conference on UNESCO scheduled three general sessions, fourteen sectional meetings, a re-

ception for the representatives, and various meetings and conferences for the officers, committees and section leaders. In the sectional meetings the panel discussions covered the following problems and topics:

1. Problems of educational reconstruction
2. Community participation in UNESCO
3. How do we teach for international understanding?
4. The revision of textbooks and other teaching materials
5. The international exchange of persons
6. Press and radio in UNESCO
7. Films and UNESCO
8. The study of social tensions
9. Humanities and philosophy
10. UNESCO's program of fundamental education
11. The contribution of the creative arts to UNESCO
12. The natural sciences in UNESCO
13. Books and libraries in the UNESCO program
14. Museums in UNESCO's program

The representatives had the privilege of attending one or more sectional meetings. Your representative attended the section concerned with problems of educational reconstruction because these problems seemed to be closely akin to the problems which confront the registrars. At the meetings of this section the leaders explained UNESCO's responsibilities and program, and indicated America's contribution to that program. With the representatives they discussed such questions as (1) the need in war-torn countries for books, periodicals, maps, art reproductions and other educational materials, (2) provision for fellowships, scholarships and study grants, (3) educational missions, and (4) international voluntary service projects. This list of needs was studied primarily to determine what needs each organization could help to meet and what other organizations with allied interests were doing. It was pointed out by one of the leaders of this section that in the devastated countries of Europe and Asia there are still thousands of schools in ruins, and that the institutions of higher learning are without equipment, while children are still hungry and without warm clothing, and that there is an enormous demand for trained teachers to replace those who paid with their lives for their devotion to duty during the past few years.

The tenor of a conference is usually determined by the men of distinction who address that conference. It was our privilege to hear in-

spiring addresses by distinguished speakers. The speakers at the opening general session were Milton Eisenhower, Chairman of the U. S. National Commission for UNESCO, Alexander J. Stoddard, Superintendent of the Philadelphia Schools, and William Benton, Assistant Secretary of State. The addresses at the second general session were given by Bernard Drzewieski, UNESCO's Director of Educational Reconstruction and Rehabilitation, by Sir Ramiswami Mudaliar, President of the Economic and Social Council of the United Nations, and by the Honorable Karl E. Mundt, Representative in Congress from South Dakota. At the third general session a summary of the findings of the sectional meetings was presented, and a symposium was conducted in which the subject, *UNESCO in Action in Our Committees*, was discussed.

The press reports on the conference were rather sketchy, probably because the meetings were without dramatics and did not include sensational events that make news. However, the press did give some indication of UNESCO's sphere of interests and activities by reporting that the conference was attempting to combat illiteracy, to improve textbooks and other teaching material as aids in developing international understanding, to develop mass communications through the press, the film and the whole range of telecommunications, to study scientific problems arising in regions where the majority of the population is undernourished, to study tensions conducive to war and to encourage an international exchange of students.

The representatives shopped around, listening to speeches and discussions. At one of the general sessions they heard that "the current budget for UNESCO is only six million dollars which is about one-hundredth of one per cent of the world's military expenditure." In the panel on Social Tensions, a professor of international law at The University of Chicago offered a new definition of war:—"War is a condition where tensions pass the threshold of a certain intensity of pressure." UNESCO's Bernard Drzewieski summed up the needs by pointing out that "in some parts of Greece and Poland there are fifty school children to one pencil." Assistant Secretary of State Benton made a significant statement when he said, "UNESCO must get results within five, ten or fifteen years at the most because the time we have to build one world is relatively short. If UNESCO does not have a profound effect in a short period of time, it won't matter because our educational, scientific and cultural institutions

will probably have ceased to exist." In one of the general sessions came the suggestion that "the first and most fundamental imperative that should undergird and permeate every activity of UNESCO is to prevent at all times the development of complacency concerning war and the conditions leading to war." As previously indicated, the conference meetings were not packed with dramatic events but at least one rather sensational statement was made when Congressman Mundt, the author of the Congressional resolution which created UNESCO, said, "I would like to see created within our Department of State a new assistant who would be charged with the sole responsibility of handling America's representation and responsibility in activities of UNESCO." Congressman Mundt declared that he would favor the appointment of a great educator to that position. Added to this stimulating declaration by a Congressman was a tail-end surprise sprung by an officer of the General Federation of Women's Clubs who proposed that the National Commission shelve everything else and concentrate on reducing tensions between the United States and Russia, the only great power that is not a member of UNESCO.

It seems that the essence of UNESCO's proposal is to give all educational and cultural help within its limited power to the countries devastated by the war, to raise the level of education in underdeveloped or backward countries, to wage "a frontal attack upon the unwarranted suspicion and misunderstanding that poison the relationships of nations" by utilizing teachers, press, radio, and films, and to promote co-operation among leaders in the arts and sciences. The fundamental issue seems to be whether or not UNESCO and related organizations can develop understanding and wisdom in working out the problems of human relations or whether the indifference, ignorance, and kindred evils of mankind will cause our civilization to plunge into a catastrophe of immeasurable proportions. It seems to me that whatever this nation hopes to do in connection with the educational and spiritual reconstruction of suffering humanity cannot be done alone by vast sums of money, or by a perfect organization, nor can much be accomplished by operating according to a set formula. Social issues cannot be clearly defined and understood except on the foundation of hard, painstaking work. This means that each organization co-operating with UNESCO, and each member

of such organization, must study the needs, determine which needs can be met, and then meet those needs.

It was apparent that the delegates to this National Conference caught the spirit and enthusiasm of these meetings. They were convinced that if peace is to be preserved, the United States must do more than provide relief for the war-devastated countries in the form of food, clothing and medicines. They felt that our hope is in world justice, world law, and world government, and that, in these times, it should be clear to all right-minded people that it is one world or none at all. They agreed that UNESCO's great venture in restoring the educational opportunities of all countries should have the support and the co-operation of all educational, scientific and cultural organizations and of other kindred organizations, associations and clubs in the United States.

To be sure there were some delegates, like your own, who were not prepared, on the spur of the moment, to come to any final decision as to what their organization can do. It seems to me that whatever steps our Association may wish to take will require careful planning and close co-operation with the Director of the Commission for International Educational Reconstruction. It is suggested that the American Association of Collegiate Registrars develop a plan with the view to making a large contribution to, and to having a large participation in, the work of UNESCO. Probably what the AACR does will be of a supporting or explanatory nature. Our Association may not gain much publicity or much public recognition for its participation in the work of UNESCO, but through its national conventions, its regional associations, its JOURNAL, and perhaps through its contributing funds, the American Association of Collegiate Registrars can do much for UNESCO. To that end the Executive Committee of our Association, in due time, may wish to present to the convention assembled appropriate recommendations for its consideration.

Workshop A

I. *Office Organization*

RALPH PRATOR

WITH reference to the organization of the Office of Admissions, Records and Registration, I would like to say at the outset that, as most of you already know, there is a great variation in practice in the administration of these several functions. For example, in many institutions there is a separation of the functions; that is, the registrar's office is entirely separate from the office of the director or officer in charge of admissions.

One of the discoveries which came out of the study which I recently completed in this particular area is that there is no system or plan peculiar to any one type of institution. For instance, we have the same organizational pattern in large institutions as we do in small institutions; we have the same plan in public institutions as we do in private institutions. One feature, however, that still prevails throughout the country with reference to the organization of the Admissions Office is that the officer in charge is called "Registrar" in most of our colleges and universities.

There has been a trend among colleges and universities, as many of you realize, toward some co-ordination of the several functions included in personnel administration. For instance, we have in some institutions a highly centralized set-up under a Director of Personnel or Dean of Students.

We have a second type of arrangement in which there is a co-ordination of these various activities which are independent, administratively speaking, but which are co-ordinated by a personnel committee or council. This council is responsible directly to the president.

A third plan followed by some institutions is to have a decentralized administration of the personnel functions.

A variety of opinions was expressed by a selected group of registrars, directors of admission and college presidents when asked to comment upon a desirable personnel organization, with special reference to the office of admissions, registration and records. A majority of these officials who were asked to give some opinion with

reference to this problem stated that they believed the registrar or the director of admissions, or both of them, should be represented on the council which co-ordinates all personnel activities. At the same time, they indicated that they believed it was poor practice to have the registrar responsible to an officer other than the vice-president in charge of faculty matters, the dean of the faculty or the president of the institution.

Information was obtained from 26 of 30 selected large colleges and universities concerning the co-ordination of student personnel activities in each of the institutions. In 5 of the 26 institutions, it was reported that personnel functions are not co-ordinated, and in 21 of the institutions it was reported that personnel functions are co-ordinated. Of the 21 institutions reporting that personnel activities are co-ordinated, 17 indicated that the admissions officer is not responsible to the co-ordinator or to the council. Two indicated that the admissions officer is responsible to the co-ordinator and in two institutions, the co-ordinator of personnel activities is the admissions officer.

Information concerning the co-ordination of student personnel activities in selected small colleges and universities was obtained from 23 of 30 institutions. Each of the 23 colleges and universities has some agent or agency co-ordinating student personnel activities. In 16 of the 23 small institutions, the admissions officer is not responsible to the co-ordinating agent or agency. In 3 institutions, the admissions officer is responsible to the co-ordinator, and in 4 of these small institutions, the co-ordinator is the admissions officer.

A discussion of the co-ordination of personnel administration raises the question as to the university officer to whom the admissions officer is responsible. This question was asked officials responsible for the admissions function in each of 60 co-operating institutions. We received 56 replies. Forty of the replies received stated that the admissions officer and registrar should be responsible directly to the president or to the chancellor. Eleven replies favored responsibility to the dean of the faculty or the dean or director of student personnel, and in five cases, no opinion was expressed.

The pattern of replies does not vary a great deal from actual practice. In 1945, a study by Mr. Adams and Mr. Donovan of the University of Kentucky was published in the *Peabody Journal of Education*, in which this very problem is discussed. These two gentlemen solicited replies from 63 universities in the United States. They

found that in 52 of the 60 universities having registrars, the registrar was responsible to the president. In 5 universities, he was responsible to the vice-president; and in 3 universities, he was responsible to the dean of the university.

I thought I might have the temerity this morning to suggest an organization chart, but after considering the problem from the point of view of the answers that I got to these several questions, I decided that that was too much of a responsibility to undertake, since there is such a great variety of practice at the present time.

At the University of Chicago, a survey was conducted in the middle thirties to determine administrative practices. As a result of this survey several score cards were formulated which were designed to measure the effectiveness of the organizational plan. One of these score cards pertains to the administration of the admissions function. A conclusion reached by the survey committee was that one executive officer should have charge of the following responsibilities:

1. Evaluating of high school credits.
2. Evaluating college credits offered by students transferring from other institutions.
3. Admitting students.
4. Registering students.
5. Classifying students.
6. Readmitting students who have been dropped.
7. Arranging for changes in course registration by students.
8. Checking students' records against the requirements for certificates, diplomas and degrees.
9. Supplying transcripts of students' records.

I have a chart which indicates what expressed opinion is of good administrative organization of these several responsibilities.

ORGANIZATION OF ADMISSIONS, REGISTRATION, RECORDS AND
STUDENT PERSONNEL ADMINISTRATION

Number checking each proposal

<i>Proposal</i>	<i>Of No Value</i>	<i>Good Idea</i>	<i>Very Important— A "Must"</i>
Combine admissions, registration and records under one officer	8	20	17
All personnel administration, including admissions, records and counseling, should be co-ordinated	8	10	24

A. Under one head (e.g. Dean of Students)	12	8	9
B. By a representative committee or council	7	14	4

At the present time (as you will see from the chart) it is considered good organization to have the functions of admission, registration, and records under one administrative officer. There were a variety of opinions expressed but, nevertheless, 37 out of 45 institutions that responded to this survey indicated that they thought it was at least a good idea to have these several functions under the direction of one executive officer.

With reference to the co-ordination of personnel activities, you will note that a majority of those who answered these questions believed that it is a very good idea to co-ordinate personnel activities on the campus.

With reference to the manner in which the activities are to be co-ordinated, there was considerable variance of opinion. However, it is indicated on the chart that more disfavor was expressed toward the co-ordination under the direction of one single administrative head than toward the committee or council idea.

The span of supervision in these several offices varies widely. Some of them, of course, have more responsibility than others, but normally I believe the admissions officer, whether he be registrar, director of admissions, or dean of admissions admits all students, or at least all regular applicants. Irregular or border-line cases are frequently referred to committees. This officer organizes and supervises registration, is responsible for the recording and quite frequently is the editor of the various college bulletins. He is and should be, according to the persons who responded to this questionnaire, responsible to the president and should be represented on the council, if there is a council, which is responsible for co-ordinating the various personnel activities.

With reference to the question, "What is a proper title for this officer?" let me speak very briefly.

In 1930, about 10 per cent of the institutions reported in a doctoral study made at Teachers College, Columbia had special admissions officers, such as the director of admissions, chairman of the admissions committee, dean of students, etc. At present about 40 per cent of our institutions—note the tremendous increase—have special admissions

officers. And the title, Dean of Admissions, is increasing in popularity.

I think there is a good reason for this trend. It is very important at the present time, according to the college presidents who were willing to express an opinion on this particular matter, that the director of admissions, the registrar or the officer responsible for admissions, whatever his title might be, have an administrative status comparable to that of the academic deans.

II. *Business Machines in Registration*

ROBERT S. LINTON

IT WAS in 1937 that the Comptroller's office at Michigan State College tried out an installation of I. B. M. machines. For the first year, the College put that on purely an experimental basis, so that we could try different things in connection with the use of the machines and get used to them. We didn't attempt that first year to do anything more than gather a few statistics about the number of men and the number of women and so on, on simple breakdowns and statistical work.

In the Fall of 1938, we were planning ahead and at that time we assigned numbers to all students. They were given identification cards carrying that number at registration time for the winter quarter of 1938. We did not actually put registration on a machine basis until the Spring quarter of 1939. Then we thought we would try it.

Now, in preparation for this registration procedure, it was necessary to have a bureau. We were fortunate enough to have a large auditorium and we have also used the gymnasium. We are at present using the auditorium as a registration bureau. Before students come to the registration bureau, we have to do some things very definitely to keep this number plan in mind. One very definite thing that has to be done is the assignment of numbers for the identification cards. That can be made out at the time of admission. In other words, when we admit the student and find that he is ready to receive the admission card, he can then be assigned a number which can be put right on the admission card, which is sent to him and attention called in proper notices to the use of that number.

A little later in the year, preceding registration, the students are also given instructions as to an alphabetical breakdown. We have studied our alphabetical breakdowns for a number of years and we

know just about where to make the breaks in the alphabet to include from 100 to 150 students in each alphabetical group.

These groups are on a schedule. We build a regular schedule sheet for these alphabetical groups, telling them the hours when they are to see their enrollment officer. Each student has to see the enrollment officer before he comes to the registration bureau. They see the enrollment officer on the alphabetical schedule preceding the opening of the registration period and receive from him a package of registration cards which we have set up now the same as the Hollerith cards in place of the long registration card which they used to fill out. It is simply a registration card broken up into the package of Hollerith cards.

The student is also given a schedule book and his enrollment card. The enrollment officer and the student work out the proper subjects for his curriculum. For students with fixed curricula, these can be pre-typed. There is a chief enrollment officer for each of our six schools, who may call for assistance upon members of the staff in that school. It is his responsibility to provide sufficient enrollment officers to take care of all the students in his school. We prepare an envelope of material, including schedule book, enrollment card, and registration cards, and these are sent to the chief enrollment officer for each school, and he distributes the packages to each enrollment officer and they, in turn, hand them to the students when they report.

A very careful checking is now possible in regard to listing those subjects on the enrollment card. The enrollment officer has to sign them. We know then, when the student reports to the registration bureau, that he is ready to go ahead with registration and has seen his enrollment officer and has his material, including his schedule, or at least his list of courses on the enrollment card. There are two sample scheduling cards in the envelope also for his use at the registration bureau.

These students report, you see, only on schedule. They come alphabetically to the downstairs lobby of the auditorium and there they are organized into their group of 100 to 150 students. The only ones entitled to be there are the ones that are in that alphabetical listing at that time. We organize those groups starting at 8:30 in the morning for each 15-minute period, so that each 15 minutes a new group moves in. They have learned to come just as they would come to the railroad station, they come on schedule, and it has to move on

schedule. There can be no variation or no breakdown; the schedule is rigidly adhered to.

This first group, then, of 100 to 150 students is released into the registration bureau. They go upstairs to the upstairs lobby; their material has been checked to see that they are all prepared. We have a number of checkers and they see that all students are ready to be released. As soon as they are released, the next group begins to form for the next 15-minute period, and so on through the day. It takes us three days to put the students through; we put through 13,000 students in the three days for complete registration procedure this last quarter. We could handle up to 4,500 a day with our present set-up. It runs from 4,000 to 4,300 per day at the present time. We think the present set-up will take care of our predicted 15,000 for next Fall without making any particular change. We can increase the groups a little bit, so that we can absorb that extra 2,000 students whom we expect in the Fall.

When they go upstairs into the lobby of the main registration bureau, the students are divided. The veterans are sent through a special portion of the registration bureau for veterans. The civilians are routed into a different door, but they both flow through all the necessary checking that has to be done, one part dealing with veterans, the other part dealing with the civilians. The cashier's cage is set up both in the veterans' bureau and in the civilians' bureau, so that as they are checked through and the fees are assessed, etc., on their cards, they can go to the cashier, report, and, for the veterans, have the matter of the G. I. Bill, etc., checked in the veterans' cashier's office and the civilians with their fees in the civilians' cashier's office. About the first thing we do is get the money on the line.

Then the students are routed down a hall and each identification card is checked to see if he is a returned student or a new student. The new students have their pictures taken along with some other things that we do for new students, in a separate room adjoining the hall classroom, and then they are released into the main lobby of the auditorium. The returned students do not go to the photographic lab.; they go into the main auditorium, where our registration bureau is set up.

In this registration bureau, they must report to each department. We have the departments arranged around the outside of the room, starting in with anatomy, bacteriology and so on alphabetically right

around the room, with physical education, military training, etc., on the other end.

These departments have been furnished prepunched section cards. I can't go into the detail on all of this because that part alone is a tremendous job in planning. In my office we have to prepare section cards for each section from the schedule book. They have written in, "English 111, 112, or 113, can take 30 students." We have the prepunched section cards for that class and for those particular sections, all arranged in trays. The departments are responsible for controlling sections and giving out the section cards to the students. They keep a list of sections and the maximum size of each, so that each time they give out a card, they check that off; they know and keep track of just how those sections are filling, so that they can control those sections throughout the registration period.

First the student has to sit down and check the bulletin board to see which are closed sections or new sections, and make out a sample schedule. Then he goes to these departments according to the schedule and the enrollment card that he has and picks up his class cards for each section. If there is a serious conflict, we have some school advisers at tables in the auditorium to whom they can report for help in removing those serious conflicts. It moves rather swiftly and smoothly, though, because the departments handle most of it. If a student cannot get a certain section at a certain hour and it is very important for him to do that, it is up to the department to try to accommodate him and arrange for it. Sometimes they have to go back to the arm chairs that are provided and sit down and work out a new schedule. They may have to do that two or three times before they finally get their prepunched class cards, to match their enrollment cards. When their prepunched class card matches their enrollment card and they have these 7 or 8 registration cards properly filled out, they will arrive at the checker's end with these registration cards and six or seven class cards. There, they are given a very careful check-over, to see that everything is complete before they leave the auditorium. We have to have careful checkers; we hire about 100 good students part time to help us through the registration period, to do this checking. Those checkers have a prepunched master card, which was made at the time the admission card was made and kept in the tabulating office until the time of registration and then taken over there, and we place the master card in front of these other cards that

the student has picked up during the registration procedure.

Now the student is through with registration, and the next group is moving in. Sometimes those students have to spend 30 or 40 minutes before they get a complete schedule. As the registration goes on, the getting of sections becomes more difficult and it piles up in the auditorium. To compensate for this we have arranged for a blank 15-minute period in the middle of the morning. We close at noon and we have another blank period of 15 minutes in the middle of the afternoon, and we close the bureau at 4:30, which gives us a chance to keep things moving. There is a steady flow all the time through that auditorium for the completion of registration. After those cards are collected, they are sent to rooms across the hall on the other side where we do our work in hand sorting to the necessary amount and getting them ready to deliver to the tabulating office.

The tabulating office is a department of itself under the comptroller. The tabulating office has a director, Mr. Martin, and 6 people working for him. When we take those cards over to Mr. Martin, he can immediately begin the necessary machine sorting, collating and preparation for the class lists, according to the sections that we have sent over. I might say that we have a Teletype outfit in one corner in direct connection with the Teletype in the tabulating office. When a new section has to be added, we can write the order out on the Teletype, Mr. Martin gets it, punches the cards, delivers them, and we have them back there in 10 minutes, so there is no delay in opening up new sections. That moves right along during the three-day registration period.

We closed our registration at Saturday noon in the Spring quarter. Mr. Martin had the class lists all run Sunday afternoon, so that Monday morning every instructor had the authorized lists of the students who were to report to him in his sections. That is a big advantage to the departments and to the instructors and to the deans, to have those students all designated, and the instructor has the authorized list. There may be errors and there may be confusion, there may be some difficulties that need to be ironed out, but if he finds a student on a list, he knows he is authorized to be there. If a student shows up and isn't on the list, he sends him to the registrar's office to find out what is the matter.

During the first two days following registration, we act as a clearing bureau for those errors and discrepancies that occur.

We start late registration on the third day and, of course, we have penalties for late registration, \$3.00 for the first day, \$4.00 for the second day, \$5.00 for the third day. That helps control the late registration, although it should be a higher fine.

The use that we make of business machines really starts from there. We are able, after the class lists are run, to gather our statistics, and in these days of reporting and in planning, it is very helpful to have these cards that can be thrown together in different combinations, can be sorted and separated and the statistical data gathered very quickly and very readily. That is one of the chief advantages of these machines. We can know immediately how many veterans we have, how many men we have, how many women we have, what classes they are in. We can run our lists of students in each department and we can run various things that the deans and the departments want; jobs that they used to have to do laboriously and at a large cost in the deans' offices and department offices, we can now do for them as an all-college service. I think that is one of the chief advantages. We really can get out reports.

I would say the chief advantages of this method of registration and the use of the I. B. M. equipment are, first, that it enables us to render many, many services to the college as a whole.

Second, it saves some space. At our institution, I have no more room to put any more desks or any more clerks. We have to use this equipment in order to save space and save workers. It will do that. It saves time; it save space; it saves workers. It doesn't save money, but it does render so many, many services that I am convinced that at our school it is well worth while.

The checking that used to be done by hand, now doesn't have to be done, because when you check the punched cards and get your punched cards correct, the return you get as a result of the running of those punched cards is accurate. If the punched card is right, you know the report is going to be right, and it saves a tremendous lot of checking.

Now, as to the expense, we operate in this way. This comptroller has a tabulating department under him. He uses the equipment 50 per cent of the time. The payroll is run and accounts are run, etc., for work with the comptroller. We use the equipment 40 per cent of the time. The all-college services take up the other 10 per cent. So we pay the tabulating department 40 per cent of its operating budget,

plus 40 per cent of its salary budget. My next year's budget will call for \$6,000 for rental of the machines. That is 40 per cent of the total cost. We pay \$7,400.00 in salaries, which is 40 per cent of the total salary cost. We buy the tabulating cards that we need for use in these machines for \$1,600.00. We do have to buy a lot of forms for reports and tabulating runs and those cost \$3,000. The total cost, then, to our office for the year's work is \$18,000.

The colleges are entitled to a 20 per cent discount and, of course, we take it. The average cost yearly per student for our 13,000 students at the present time is \$1.38. Put on that basis, it does not sound so bad, and I think that should be given some consideration.

I think you might be interested in just one or two more things and then I will have to close. I am sure my time is running low even now. We started with very simple equipment on the experimental basis. I don't know that I can safely recommend this use for registrars with fewer than 3,500 students. If you have fewer than 3,500 students, it is quite possible you can do what has to be done by hand more economically than you can do it by paying the high rental for machines. These machines should be worked every hour of the day.

It depends somewhat upon the all-college service. Some institutions with 2,500 students might have other services to the college which could all get together and make an efficient use of the machines, but each institution would have to plan its own.

When we had 5,000 to 10,000 students, we had to have two punches, one gang punch reproducer, one interpreter, two sorters, one being a card-counting sorter and one a full-capacity tabulator with automatic carriage, and one collator. The set we have at the present time I am sure will carry us easily from 10,000 to 15,000 students. We are using it for 13,000 at the present time and we now have four punches, two gang punch reproducers, two interpreters, four sorters, two full-capacity tabulators with automatic carriage, one collator, and we are hoping to have soon—it is on order—one multiplier, which we do not have at the present time. We figure that the new multiplier, which will cost \$200.00 rental, will make it possible for us to figure our decimal averages on the machine, so that our society averages and our all-college averages, etc., can be worked through in that way without having to bother with hand work.

I might say we do not have the recording of grades on the machine

because we have an expensive equipment, a complete Kardex file system for an 8" x 8" permanent record card, and we do not feel that we can afford to discard that equipment and put in equipment that will call for a larger card, which would be necessary if we were posting the permanent record on the I. B. M. equipment.

III. The College-Level Tests of General Educational Development

J. ANTHONY HUMPHREYS

THE primary purpose of this presentation is to report, on the basis of a questionnaire study, current practices and policies of American colleges and universities with reference to the college-level tests of General Educational Development. These are the well-known tests, sponsored by the American Council on Education, which are used in evaluating certain aspects of the educational development, or maturity, of veterans of World War II, on the college level.

About three weeks ago one hundred twenty-five questionnaires were mailed to registrars of colleges and universities in the membership of the American Association of Collegiate Registrars. At least one inquiry form was sent to every state of the United States and to the District of Columbia. To many of the states several questionnaires were mailed.

The response was most gratifying, for one hundred two replies were received. This response of eighty per cent covering 47 states and the District of Columbia, is most unusual and indicates that on the whole the higher institutions are alive to the problem and are interested in it. Because of comments made, there is evidence that some institutions want information concerning policies established elsewhere. Apparently the matter of awarding credit, or not granting it, is not a completely settled problem.

In reporting responses to this questionnaire there is no intention of giving the impression that the replies constitute a thoroughly valid summary of practice on a nationwide basis. However the sample is broadly representative of the entire country, geographically speaking, and includes responses from state universities, privately endowed universities and liberal-arts colleges, technical (professional) institutions, and a few teachers colleges and junior colleges. It is believed

that the information gleaned from this study is fairly representative of the current situation.

It is interesting to note that 38 per cent of those who responded say that their institutions administer these tests; sixty-two per cent do not themselves give them. Some of this latter group, however, award credit for the examinations given elsewhere by official agencies or other institutions. Because veterans had the opportunity to take these tests while still in the armed forces and because there are veterans' testing centers scattered over our country, it is not surprising that a larger percentage of the colleges and universities do not themselves administer the battery. Also, it is significant that a number of those answering wrote that their students are not interested in taking the tests, but prefer to profit by the formal courses offered on the campuses.

At this point, however, the question might well be raised whether colleges and universities have given adequate publicity to the opportunity offered by the tests. In many instances it is probably true that institutions have not told veterans much about the tests because the higher institutions are not convinced that the tests are meaningful and useful. In fact some comments were made that these examinations just do not fit into the curriculums required. Some schools indicated that they considered the tests too easy and not satisfactory substitutes for the regular courses with their specific content. Frank statements were made that on some campuses veterans were not encouraged to take the battery, or any parts of it.

Although there is this noticeable tendency to discourage the taking of the tests, it is significant that the responses show that for the sample at hand 48 per cent do give academic credit on the college level for the tests. Of 94 classifiable replies, 45 institutions reported that credit is awarded, while 49 said no credit is given. This situation is very similar to that reported in March, 1946, by Dr. A. J. Brumbaugh, vice-president of the American Council on Education, when he said that 53 per cent of the higher institutions do award academic credit. The present study shows 48 per cent. Apparently there is roughly a fifty-fifty chance that colleges and universities are willing to count satisfactory performance in these tests toward degrees.

If credit is granted by an institution for all or some of the tests, the most common number of semester hours awarded is six. One school reported that it gave three semester hours of credit for Test

I, and no credit for the other three tests. Another college said it awarded three hours for each of the four. One college gives five and one-third semester hours in each, while another gives six and two-thirds hours. Another allows six and two-thirds hours each in Tests I and IV and no credit in Tests II and III. Three institutions give six hours in Test I only. Twenty-six schools allow six semester hours for each of the four tests. Still another college has a sliding scale for award of credit, depending on the score achieved by the veteran and depending on whether the student had already earned credit in a course in the same field. Under the latter circumstance the amount of credit allowed for the GED test was scaled down by the number of hours earned in the formal course.

Then the question quite logically arises as to whether credit granted offsets required work or elective work in the student's curriculum. There is a very commonly noticed practice of counting Test I as fulfilling the requirement in freshman English composition. Of the institutions that allow credit, twenty-nine reported that Test I satisfies the requirement in English composition, while three schools wrote that this test is counted as elective credit. In the case of the other three examinations there is not a noticeable difference as to whether they are recognized as fulfilling requirements or are classed as offsetting electives. Two schools reported that the tests may count either as required or elective work.

In the matter of the course names given to the credit awarded it is natural that the names should follow quite closely the terminology of the tests themselves. For Test I, called Correctness and Effectiveness of Expression, credit in English composition is commonly assigned. Test II, Interpretation of Reading Materials in Social Studies, credit granted is usually called Social Science, or Social Studies. To Test III, known as Interpretation of Reading Materials in Natural Sciences, the following course names are given: Natural Science, Science Survey, Biological Science Survey; Physical Science Survey. Test IV, Interpretation of Literary Material, is labeled Literature, or Literary Material, or Humanities.

Among the colleges and universities that recognize these tests by granting credit some do not count them toward fulfillment of requirements for certain degrees. For example, Test I is not accepted by one school of commerce as offsetting the requirement in English composition. Then, too, there are indications that these tests are not

given credit toward degrees in engineering, law, medicine, dentistry, science and technical curriculums. One school of engineering reports that credit is awarded for Test I only, as the equivalent of freshman English. Since these professional schools have very rigid, crowded, specialized curriculums this situation is not surprising.

In general those colleges and universities which offer survey courses or require certain more traditional courses representing the large areas of knowledge are more likely to grant credit for these tests. In this connection it is worth noting the equivalents set up by one of our largest state universities in terms of standard courses. Test II, Interpretation of Reading Materials in Social Studies, may be treated as follows in case it becomes necessary to assign equivalents: political science, three semester hours; economics, one and one-half semester hours; sociology, one and one-half semester hours. For Test III, Interpretation of Reading Materials in Natural Sciences, the division is: biology, one semester hour; chemistry, one semester hour; physics, two semester hours; physiology, two semester hours. This same university recognizes Test I as English composition and Test IV as elective credit.

Now let us deal briefly with the point in the student's experience at which these tests are administered. Relatively few answers were made to this question. Thirteen institutions report that the tests are given only before the veteran registers in any classes. Theoretically that is the ideal time to administer them. Because of circumstances it is frequently not practical to do so. Eight schools say that they give these examinations during the early part of the veteran's first term in residence. Five institutions report that they permit the taking of the tests at any time during the student's first term.

Next this question was asked, "Do you *freely* admit veterans to these tests without proof of educational maturity gained while in service?" Of the thirty-four replies to this item, seventeen schools report that they do admit the veterans freely and seventeen say that they set up some procedures for checking on the student. Some of the means used are these: a college aptitude test; transcript of previous academic experience or experience while in the armed forces; recommendation from the counseling service; the veteran's own statement of his experiences; satisfactory evidence of acceptability as a student in the institution; a personal interview; scores earned on the high-school level tests of General Educational Development, if taken;

recommendation by the division in which the student is enrolled; evidence of high school studies completed.

Probably there are few institutions which would admit to these tests all veterans just because they are veterans. It is quite likely that in most institutions at least a superficial check on the student's individual situation is made. For example, twenty of those responding say that they refuse admission to a test if the veteran has had some formal course work which is directly similar to the test requested. On the other hand fourteen schools report that they do not bar veterans from a test for this reason. Because of the genuine possibility that the earning of academic credit by passing these tests may degenerate into a "racket," it is important that some restrictions be set up against indiscriminate taking of the examinations. This attitude would seem to fit into the underlying purposes of the tests as stated by the American Council on Education.

Then there is the situation which arises for the veteran who is currently enrolled, say in first semester English composition, and takes and passes GED Test I during his first semester. A few of the schools answered the query that dealt with this problem. Four institutions require that the veteran withdraw from the course at once. Six schools would allow the student to remain in the course, but would grant no credit for the course. One college has a rather flexible arrangement,—it may require immediate withdrawal from the course or it may require the veteran to remain in the course, pass it, and then grant him credit for the second semester on the basis of the GED test. One school states that it grants credit for the course or for the test. Three institutions report that they require that the student remain in the course, but give no credit for the test. With reference to this last policy one might ask why the student takes the test if there is no chance of securing credit for it.

Another question asked was this: "If a veteran meets the institution's standard for passing the GED tests, or some part of them, and then withdraws from the institution before the end of the term, is credit for the test granted?" Twenty-seven schools replied that credit would be awarded. Twelve other institutions, however, would refuse to grant the credit.

Closely related to this query was another one: "If a veteran meets your standard for passing part or all of the battery and then is put on scholastic probation or is dropped for poor scholarship at the end

of the term, do you refuse to grant credit for the test, or tests, taken?" Twenty-one institutions would not refuse to give the credit. Only eight said that they would refuse to award the credit. Another school reported that the amount of credit given would be reduced if the veteran's average fell below "C" for all the subjects taken in his first year.

Quite apparently the opinion exists that if a veteran has given evidence of educational maturity on the college level by a GED test he should not be penalized, so far as credit for these tests is concerned, although he may later not meet the scholastic standards of the institution.

Thirty-four schools answered the query as to whether they followed the norms suggested in the "Guide to the Evaluation of Educational Experiences in the Armed Services." Twenty-nine replied in the affirmative. Five said that they did not use the suggested minimum scores. It will be recalled that the "Guide" pointed out the desirability of an institution's working out its own local norms. Undoubtedly a number of schools have done so.

Four times as many institutions reported that they use the norms for Type I schools as reported use of standards for Type II institutions. There were twenty who classed themselves in the former group, and five in the latter one. It is obvious that for the granting of credit based on these tests colleges and universities desire to make certain that credit is not given too easily.

Thirty-six schools indicated that they grant college credit for GED tests if taken by the veteran while in service and if reported officially. Eighteen institutions said they would not award credit under this circumstance.

The same number, thirty-six, reported that they would give credit for these tests if certified by another educational institution on the transcript of a transferred student. However, twenty-three expressed unwillingness to recognize such credit. Many of the schools which enter credit transferred in this fashion do so only on the basis of reports of the standard scores achieved by the veteran. Some institutions require that such reports come from the United States Armed Forces Institute. If this policy becomes common, the result will be that those veterans who took the tests at an educational institution will not be able to secure credit based on record by transcript. Perhaps to protect the interests of veterans, the USAFI would permit the filing of

certified reports by educational institutions at the office in Madison.

The question was raised as to whether a school would grant credit for tests administered and certified by an agency approved by the Veterans Administration, or by the Veterans Administration itself. Thirty-one replied in the affirmative and seventeen in the negative.

The final query was "Are you satisfied with your policy with reference to these tests?" Thirty-one said "yes" and twelve said "no." Those institutions which expressed dissatisfaction with their policies made such remarks as these: credit is too liberal; the grade to be given is unsatisfactory; the entire procedure can become a "racket"; there is the possibility that the veteran has taken the test more than once; there is some question whether the tests measure what they are supposed to measure; the critical score for passing is too low. Quite apparently a healthy amount of "soul searching" exists at present. The problem is not a closed one in a number of institutions.

The next section of this presentation is not based on the questionnaire study, but is a report of the distribution of scores on college-level GED tests for 335 veterans who are enrolled in various higher institutions in Chicago. These 335 veterans took a total of 763 tests. On the basis of suggested norms for Type I institutions, the percentages of failure to meet the standard for the four tests were as follows: Test I, 29 per cent; Test II, 9 per cent; Test III, 11 per cent; Test IV, 38 per cent. According to these returns, Test IV (Literary Material) was the most difficult, Test I (Correctness and Effectiveness of Expression) was second in difficulty, Test III (Natural Science) was next, and Test II (Social Studies) was the least difficult.

It is interesting to note also that based on the percentage of grade of "A" the best showing was made in Test III, Natural Sciences. Forty-four per cent of the 170 veterans who took this examination made "A". Test II ranked second in achieving this top grade; Test I was third, and Test IV was fourth.

All in all, the figures for these 335 veterans who wrote 763 examinations would lead one to say that Test II (Social Studies) proved to be the easiest, that Tests I and III were tied for second place, and that Test IV was found to be the most difficult.

Separate report can be made for one privately endowed institution, located in Chicago, that administered the tests to 168 veterans. The highest percentage of failures was in Test I (25 per cent). Test III showed 21.6 per cent as failures. Test IV was third with 18.2 per cent

failed and Test II was found to be least difficult with 4.7 per cent as failures.

It is to be hoped that many colleges and universities will co-operate in filing similar reports so that reliable general conclusions can be reached. As an additional feature, study might well be made of the correlation between results on these tests and later academic achievement of these same veterans in regular, formal college courses.

In closing this presentation we need to be reminded of certain fundamental statements made in the "Examiner's Manual" issued by the American Council on Education for use with these tests. The following sections are quotations.

"The college-level tests are intended for use primarily to determine whether or not the individual tested is as capable of carrying on advanced college work as the student who has taken certain broad introductory or survey courses generally offered in the first two years of the liberal arts college, or has reached the same level of general educational development as the student who has had such survey courses.

"The emphasis in the tests is placed on intellectual power rather than detailed content, upon the acquisition of broad but definite generalizations, concepts, and ideas, and particularly upon the abilities to comprehend exactly, to evaluate critically, and to think clearly in terms of such concepts and ideas, rather than upon the detailed facts from which the ideas and generalizations were originally derived.

"It is no valid criticism of the tests to say that they do not constitute acceptable final achievement examinations in the courses for which these norms were established. How valid the tests are depends upon how well they measure the lasting functional, generalized outcomes of the whole program of liberal education in high school and college in the areas specified. . . . These tests and norms should provide the basis for a much more rational solution to the accreditation problem than the 'blanket-credit' solution of World War I."

IV. Transcripts from Transient and Non-Degree Students

LEO M. HAUPTMAN

THE PURPOSE of this study which I have been asked to make and to report upon has been to discover the current practice relating to the requirement of admission materials for students who take only a single course or two and for students who take only summer work.

A total of 230 institutions representing every state of the Union were chosen from those listed in the Office of Education's *Educational Directory of Colleges and Universities, 1945-1946*. These represented 25.3 per cent or 177 of the 699 colleges and universities listed and 25.8 per cent or 53 of the 206 teachers colleges listed. Of the 230 institutions 103 or 44.8 per cent were universities—52 public, 51 private; 74 or 32.2 per cent were liberal arts colleges—36 enrolling over 600 students, 38 enrolling fewer than 600; and 53 or 23 per cent were teachers colleges. Enrollment figures were taken from *A Guide to Colleges, Universities, and Professional Schools in the United States*, American Council on Education, 1945. There were 214 or 93 per cent of the 230 Registrars to whom the questionnaire survey form was sent who replied. Of the remaining sixteen, 4.8 per cent or five of the universities did not reply; 6.1 per cent or five of the liberal arts colleges did not reply; and 11.3 per cent or six of the teachers colleges did not reply.

I. The first part of the one-page questionnaire dealt with "What is your policy concerning transcripts for high school work and college work for students who come to take only one or two courses not for degree credit?"

The responses to the six questions in Part I are as follows:

"1. Is an application for admission required?" Yes, 136 (69 per cent); No, 61; 197 institutions replied. If the student is to live in the dormitory, the application is required in one institution; otherwise, not. A different application form is used by a few institutions.

"2. Is the high school transcript routinely required?" Yes, 125 (63.7 per cent); No, 71; 196 replied. The age makes a difference in a few institutions. If the student is more than twenty in one, twenty-one in another, and twenty-four in still another the application is not required.

"3. Are separate transcripts routinely required from each and all colleges previously attended?" Yes, 77; No, 110 (58.8 per cent); 187 replied. In some places only the last transcript is required, if it carries all previous work.

"4. After the term is closed, will an official transcript for the course be issued?" Yes, 172 (90 per cent); No, 19; 191 replied. Some institutions use such titles as "unclassified" and "no credit" on the transcript or otherwise make a special statement.

"5a. Do you use a form which the student signs agreeing that the

work is not to be used for degree credit?" Yes, 10; No, 184 (94.8 per cent); 194 replied. A special notation is placed on the permanent record form in one institution.

"5b. Do you use a form which the student signs agreeing that the college will not be asked to furnish a transcript for the course work taken?" Yes, 1; No, 165 (99.3 per cent); 166 replied.

It may be concluded that according to current practice as discovered in this study the student who takes only one or two courses and not for degree credit must have an application for admission and must furnish the official transcript of his high school work. He is not required to furnish college transcripts nor to furnish a signed statement of any description. A transcript for the work taken will be issued by the majority of institutions.

II. The second division of the questionnaire survey explored, "What is your policy governing transcripts for students from other colleges enrolling for summer work only?"

"1. Do you maintain a summer session?" Yes, 190 (91 per cent); No, 18; 208 replied. The eighteen institutions not maintaining a summer session did not answer the remaining questions in Part II. Some of the institutions follow the practice of admitting no special summer session people. Only students enrolled in the regular academic year are permitted to attend the summer session.

"2. Is an application for admission required?" Yes, 115 (61.4 per cent); No, 72; 187 replied. In a few instances a modified or simplified application form is used.

"3. Is a transcript of high school work required?" Yes, 89; No, 92 (50.8 per cent); 181 replied. In some instances where the transcript form is not regularly required, the request is made if the student is coming directly from high school.

"4. Are official transcripts for all previous college work required?" Yes, 62; No, 120 (65.9 per cent); 182 replied. There are institutions which use a special transcript form for such work. Other institutions issue merely a statement of honorable dismissal.

"5. Is it permissible for the student to bring only a statement from the Registrar of the college previously attended stating that the entering student is in good standing and is approved to take the work which would be accepted in transfer?" Yes, 148 (81.7 per cent); No, 33; 181 replied. One institution will accept the student's own statement. There are some institutions which make no requirement.

"6. If admission is on the basis of such a statement, is a transcript available only to the approving college?" Yes, 35; No, 119 (77.2 per cent); 154 replied.

"7. Is a transcript available for any request?" Yes, 160 (93 per cent); No, 12; 172 replied. One institution issues an unofficial transcript. A few issue an explanatory statement to accompany the transcript.

From the current practice as revealed in this survey, it may be concluded that the student from another college entering for summer work only would need to furnish an application for admission and need not furnish a transcript of his high school or college work but rather furnish a statement of good standing from the college last attended. Transcripts would be available for the work completed.

Workshop B

I. *Registration Procedures*

WILLIAM F. ADAMS

MANY times in the lives of all registrars we need help, and one of the troublesome times is the time of registration. No matter how well you plan your registration procedure, somewhere along the line the bottleneck occurs and confusion begins. About that time some kind soul pats you on the back and suggests that you go visit some other school—some school that has an excellent, proficient, fool-proof system—to see how it is done there. Now, visiting is fine, and I, for one, would welcome you to our campus at any time, save at registration time. I know, as well as you know, that registration period is no time for visitors. It is with the thought of getting help from all of you through your comments that the subject of "Registration Procedure" is presented for discussion.

Suppose that we divide this procedure into two major parts: First, preparation for registration. In this I include the handling of admission of students along with the issuance of certificates of admission, the issuing and completing of personal data cards, the issuing of photostat records of former students, the evaluation of credits for transfer students (the Freshmen will be taken care of in this matter through the certificates of admission); then the assignment of day, hour, and place of registration for each of the students. In my own school, this is done by an alphabetical arrangement—the alphabet being developed so as to insure an even flow of students throughout the days set aside for registration. We have tried taking the former students first and the new students last. We have also tried taking the Juniors and Seniors first and then the Freshmen and Sophomores, but in our experience the best plan is to take them all alphabetically regardless of classification.

These details have been worked out in various ways, all of them more or less satisfactory and causing no trouble to anyone other than the admissions office and the registrar's office. All of this taken care of brings the student to the real problem, the registration for classes,

and most of the faculty members (and I can say that because I have been a faculty member) feel that this should be a function of the registrar.

Just to what extent is the registrar responsible in this process of registering students for these classes during the registration period? With the possible exception of the fall registration, the registrar is occupied with the problem of facing the irate parents and, at the present time, the irate wives of the young geniuses who have not made the grade; or, if not handling the parents or wives, handling the students themselves. In addition, as in every registration, you have the problem of the late admissions, troublesome cases with credit evaluating, the adjusting of the university's schedule, and many, many other details which do not fit into the hours provided in the day. Is it not enough for the registrar to see that the place is provided for the faculty advisers to advise the students, to see that all is taken care of, and that all necessary materials are on hand? Are registrars expected to do any more in regard to assigning the students their programs of work? In schools where the enrollment runs into the thousands, do the registrars go into this program making?

In any one school, the registration for classes involves five steps: First, the student is assigned to the place as I have said, a definite time assignment where his division is registering; Two, on arrival he goes to the adviser in his division. Insofar as possible, this adviser assignment is made in advance; Three, the adviser, acting as an agent for the Dean, advises with the students and assists him in making a program. This adviser approves this program. The program lists only subjects and credits—no section or hour; Four, the program is then taken to a faculty committee for sections and hours; Five, the program goes back to the student who makes the necessary copies and thus completes his registration.

The registrar's responsibility stops when the student goes to registration headquarters and takes up again after he has completed these steps. Is there agreement on this plan in general, or do any of you have a plan which is different and which works for the best interests of the students, the faculty, and above all, the registrar?

CHAIRMAN ORDEMAN: Now, we are ready for questions or statements or any contributions that you may have toward throwing this thing into greater confusion than it is in the mind of Mr. Adams now.

MISS GLADYS PHINNEY (Washburn Municipal University): I

would like to ask a question concerning the sectioning of courses. Did you say that a committee did that?

MR. ADAMS: Yes.

MISS PHINNEY: Is that committee made of people from the different divisions of the college?

MR. ADAMS: It is made up of people from each department of the particular division. In my own school, for example, we have three registration headquarters: One for the college of engineering—there is no inter-relation there with the other divisions;—One for commerce and business administration which is practically the same; and we have the college of arts and science, the school of home economics, the school of chemistry, and the graduate school, all in one place. The committee from each of these divisions does the sectioning.

MR. SAGE (Iowa State College): About ten years ago in our institution we adopted a centralized registration plan. All who are concerned with registration on registration day meet in the men's gymnasium. The treasurer moves into temporary cages over there. Fees are checked. Everything is done in that building. We find, and you do too, that there are too many man-hours involved in getting ready for registration and actually doing the job. We find that it is very important to have what we call preclassification or preregistration; in fact, we have been having both.

✓ Recently we have been getting out schedules of classes about a month before the end of the quarter, and the students go to their counselors and make out their study lists, and then the counselors turn those study lists, also the courses and credits, over to clerks in the Dean's office, and those clerks actually assign the sections. Of course, we have the Freshman schedules, half a dozen different schedules for Freshman engineering, and for the College of Home Economics, and Sophomores, first section, third section, and so forth. They follow those patterns. By using all the different models, they get a good distribution of the students among the different sections.

When those time cards, as we call study lists, come to the registrar's office, they are all assigned to sections, one to English, Section Ten, or College Algebra. They come to us with recommended sections. Then we begin to assemble the class cards. We have made all the class cards in advance in each of those sections, and the clerk takes out an English card for a certain section, one for the mathematics, and one for chemistry and history, and so forth, and puts them in an envelope and holds

them for the student. They are ready for him. This is all done in advance. When the student comes along at registration, he fills out the cards put in with the class cards and fills out the other blanks and then goes right on. They register in 20 minutes. You might leave those headaches of getting the cards out, getting the students' names on them, and assigning sections to registration day. There is about so much grief anyway; you might as well do that ahead of time. We do that a month ahead of time. We have the students fill out the cards the week before final examinations and the veterans, of whom we have about six thousand, get their books before the end of the quarter. When they come back to the campus, they are ready for classes to begin. That takes care of about two-thirds of our students. There are problems we have to take care of, but they are comparatively small. By preregistration we can go ahead and get the other people later.

MR. BRADFORD (Cornell College): I would like to verify Mr. Sage's remarks about the values of preregistration. With some slight variations, we have been doing that for some years, and it really spreads the load; but there is one other step in addition to the ones that Mr. Adams mentions that we have found helpful, one advance preparation. In advance the cards are picked out and handed out. We have a much smaller student body. After the sectioning has been completed, the copy goes to the student who must report to the registrar or a registration member any changes, and they are made by the advisory members.

MR. C. ELLIOTT (Southwest Texas College): Mr. Adams, this kindly soul you mentioned patted me on the back after our registration in the fall and suggested that I find out how many transactions generally go on in different schools in adding and dropping courses. We have about fourteen hundred students registered; and last fall, we had about seven hundred transactions. I would like to know whether that is out of line or not.

CHAIRMAN ORDEMAN: Is there anyone who can present those figures on the number of transactions of the classes dropped and added?

MR. C. HARRELL (Indiana University): This not unusual. I happen to know the figures at Michigan State although my institution is in Indiana. I visited there recently. Michigan State has an enrollment of approximately fourteen thousand students, and they have an arrangement whereby for the first week they allow no changes at all.

This last quarter after that week of grace, they made some three thousand changes, so I don't think the gentleman is out of line.

I would like to ask Mr. Sage something. In your system, the student receives his class sections in absentia. He is not there?

MR. SAGE: That is right.

MR. HARRELL: How much argument do you have with them when you put them in an unpopular class? It seems to me that is a terrific problem.

MR. SAGE: If the student has to have a certain combination of hours or certain hours free, he mentions that to his counselor, and the counselor takes that into consideration in making recommendations to the Dean's Office. When it comes through to us with the sections designated, our defense is, "Well, this is the way you wanted it. Take it back to the Dean's Office." The registrar took care of the set-up. This system was adopted about a dozen years ago.

II. *Evaluating Credentials of Foreign Students*

ARTHUR F. SOUTHWICK

EARLY in March, I wrote to 26 institutions to secure information as to their problems and methods of evaluating the transcripts of foreign students. Twenty-five replies were received, and this fine response was much appreciated.

1. There was striking uniformity in the replies that I received. All institutions appear to have some trouble in securing adequate descriptive records of foreign schools and in getting satisfactory transcripts of students. In cases where such transcripts are not available, it is the common practice to have the student make out a list of the courses that he took with information on time spent, etc., and have him notarize this statement.

2. Practically all institutions reported that they had no list of accredited foreign institutions for the simple reason that there is no such accrediting agency. Most institutions have built up a file of information gained from students, local faculty members or other persons who know the institutions, and such information as they secure from the Institute of International Education and the U. S. Office of Education.

3. There is no directory of institutions in various foreign countries,

but the Office of Education has a series of bulletins concerning the schools in Latin American countries.

4. A few institutions use special placement tests to determine the student's ability to use English, and some of the universities have special classes in English for foreign students.

5. Practically all institutions report that in the evaluating of credits they use their own local schools or departments. In some cases, credit is determined by examination, but in most cases, the matter is settled through interviews.

The sources of information and assistance that various institutions use are the following:

U. S. Office of Education, Kendric N. Marshall, Director of Division of International Educational Relations, Washington 25, D.C.

(A report of the extent of the services of the U. S. Office of education in evaluating foreign credentials by Dr. Alina M. Lindegren, specialist in European Educational Relations, is published in the May 1 number of *Higher Education*.)

Institute of International Education, Laurence Duggan, Director; Edgar Fisher, Assistant Director, 2 West 45th Street, New York

World Federation of Education Associations, 1201 Sixteenth Street N.W., Washington 6, D.C.

The Committee on Friendly Relations Among Foreign Students, 347 Madison Avenue, New York 17, New York

Reference books that were suggested by the University of California are the following:

Educational Year Books of the International Institute of Teachers College, Columbia University.

Comparative Education—Peter Sandiford—E. P. Dutton & Co.

Universities Year Book—the Year Book of the Universities of the British Empire, G. Bell & Sons, Ltd., London, England.

The College Blue Book—Huber William Hurt—The College Blue Book, Chicago, Ill.

A reference book that was suggested by the University of Michigan is the following: China Handbook for 1937-1943—Macmillan.

MEETING IN U. S. OFFICE OF EDUCATION

APRIL 10-11, 1947

The most significant action relative to the problems of foreign students taken in recent months is the conference on the evaluation of

foreign credentials which was called in Washington by the U. S. Office of Education on April 10 and 11, 1947. President S. Woodson Canada and Mr. W. C. Smyser represented the A.A.C.R. The latter served as a Recorder of the conference and to him I am indebted for the report which follows:

The Conference on the Evaluation of Foreign Credentials, called in Washington by the United States Office of Education on April 10 and 11, 1947, brought together representatives of widely differing types of institutions from various parts of the country. Notwithstanding this varied representation, the Conference was in general agreement on essential points of the discussion, and was able to formulate general principles with a high degree of unanimity.

Difficulties of foreign students who enter American institutions of higher education spring from various causes. The first and most obvious is unfamiliarity with the English language. So serious is this handicap that some institutions do not admit foreign students at all until they have passed a period of study in an American preparatory school. Several institutions, for example the University of Michigan, have opened courses in English expressly for foreign students, where they may perfect themselves in the English language before entering upon college work.

In this connection, Dr. W. W. Turnbull, Secretary of the College Entrance Examination Board, outlined the new testing program which the Board hopes to have in operation in the fall. Tests have been devised covering four areas of English expression: oral, aural, reading, and written. Reading has been especially stressed, and in general the oral phase of the test is discounted because of the difficulty of measuring oral ability by means of a paper-and-pencil test. These tests are to be given in selected centers overseas: in Cultural Institutes where these have been set up; elsewhere in University centers. Results will be made known to the applicant by the officials administering the tests, and the papers are then to be sent to this country, where they will be checked by the C.E.E.B., which will notify the colleges concerned. It is hoped that this program will provide a means for eliminating ill qualified students before they make the long and expensive journey to the United States. The College Entrance Board hopes that the tests will be made a prerequisite to admission by the colleges.

Another difficulty arises from differences in nomenclature. A baccalaureate degree from a foreign institution, for instance, is not the equivalent of most Bachelor's degrees granted in the United States. *Química analítica* as studied in a Latin American institution is scarcely comparable to Analytical Chemistry as taught here. The foreign

student, as a rule, overestimates his own preparation and expects a higher standing than the American institution usually feels justified in granting him. This difficulty is heightened by the disparity between the practices of different institutions: a student may be granted junior standing in one college on the very same credentials which bring his friend no more than freshman standing in another. There exists therefore a very real need for a publication outlining the educational system of each foreign country, and perhaps appraising individual foreign institutions. A recommendation to this effect was received from the group which studied Admissions and Student Accounting at the recent N.E.A. Conference in Chicago, and was passed on with the endorsement of the present Conference to the Office of Education and the American Council on Education. It was further suggested that qualitative as well as quantitative information was needed, since foreign grades, when available at all, are in no way comparable to our own, and are not infrequently based on political influence or government fiat. Because of the constant change in conditions in foreign education, it was suggested that any publication dealing with it might well be issued in loose leaf form, and sold on a subscription basis.

In general, it was agreed that foreign students compare fairly favorably with American students at the graduate level; less so at the undergraduate. In addition to the language handicap already mentioned, there are other factors which place the foreign undergraduate at a disadvantage. Some of them are:

- Inadequate social adjustment

- Too much money

- Faulty preparation in the sciences, especially among students from some countries

- Difficulties with terminology, even when the language is fairly well understood

Orientation courses were suggested as a means for minimizing these handicaps, and it was also recommended that foreign students be scattered among American classmates, and discouraged from gathering into small groups of their own.

The Conference was unanimous in the belief that the United States Office of Education has rendered an invaluable service in evaluating foreign credentials, and in its recommendation that this service be increased and expanded. The general feeling was that the appraisal of the office of Education was highly accurate, and was followed fairly closely by the colleges. The Office errs, if at all, on the side of conservatism, and this was felt to be entirely desirable, since the colleges would rather go beyond the Office of Education's recommendation than scale it down.

Representatives of the Office of Education suggested that the Office be informed of the degree to which each evaluation is accepted by the college concerned, and also of the subsequent progress of the student. This suggestion was readily accepted by the representatives present, who agreed to put it into effect, in the belief that this was no more than a fair return for the service rendered by the Office and might result in the compilation of valuable information.

Several concrete proposals were voted by the Conference as follows:

1. To ask the Division of Higher Education of the Office of Education to furnish information about measures now being taken by the various states to deal with the present educational emergency.

2. To ask for a pool of information about what each institution is doing with respect to foreign students and foreign credentials. This could be assembled from 15 or 20 representative institutions and would be of service to every college and university in the country.

3. Group IX of the Chicago Conference on Higher Education called by the N.E.A. early in April, had approved the following statement:

In spite of the difficulties imposed by expanding enrollments, it is to be hoped that the American college will continue to make room for substantial numbers of foreign students. No one doubts that hope for the continuation of Western civilization lies in the growth of international understanding and the free international exchange of culture and ideas. No one then can doubt that the role of the American college in the preservation of peace and of civilization itself is a crucial one. However sorely pressed we may be to meet the mounting demands upon us, we cannot evade our responsibility to welcome and serve the potential emissaries of international good will.

It was moved, seconded, and unanimously carried that this Conference express concurrence in this recommendation.

4. The suggestion was made that regional seminars on foreign credits be organized, perhaps through the co-operation of the regional Associations of College Registrars. It was voted to recommend that the Office of Education explore the possibilities of such a development.

5. Preparation and publication of three manuals was suggested, as follows:

- I. Institutional Organizations for dealing with foreign students.

- II. Reference Materials for use in evaluating foreign credentials. This should include a description of foreign degree examinations and at least some attempt at standardization of nomenclature.

- III. An information publication on American institutions, which could be distributed to foreign students.

6. The Conference requested of the Office of Education that the studies on educational systems of foreign countries be kept up to date and extended to all countries.

7. It was moved, seconded, and unanimously carried: that this Conference express appreciation of the fine way in which the Office of Education has handled evaluations, and of the integrity and fairness with which this has been done; and further that the Conference express its thanks to the Office of Education for calling the present meeting.

Respectfully submitted,
Edgar W. Knight
W. C. Smyser,
Recorders

III. *Counseling*

J. R. SAGE

I DO NOT have a written speech, which means my comments are like an accordion. I will compress them. I will touch on two aspects of counseling. First, preadmission counseling, in my opinion, is the counseling with which the registrar should be concerned. The admission of the students should amount to educational and vocational counseling. In other words, the purpose of considering aspects of the student's application and his past record and the account and so forth is the placing of the applicant in the college area for which he is best adapted, and where he is most likely to succeed. If an engineering applicant has mathematics courses in high school, and he is fifty-fourth in a class of fifty-five in engineering, it is necessary for us to turn him down and suggest that he go into some other field, or that he take some of these specialized tests, and find out what he is best fitted for. Admission counseling finds out whether we should admit him, and the field he should be permitted to enter should be based on his high school classes. If he can be persuaded to take professional aptitude tests, as well as academic aptitude tests, and if we can get vocational inventories on him from the high school principal or from other sources, then the action as to whether to admit him and to what curriculum can be based on reliable information. I would consider that as admission counseling or educational counseling and guidance.

Now, after admission, in my opinion, counseling immediately

moves out of the registrar's office and into the dean's field. The dean or someone under the dean's direction would be the counselor. Of course, in some of the smaller institutions, the counseling goes on by the registrar, and some of the registrars are registrars and deans. You also have certain personal cases you are interested in, and such students will continue to come to you although you are not officially their adviser.

In our institution we have a definite working plan for counseling the students. We have a group of about 35 faculty counselors for freshmen and sophomores under the direction of the Dean of the Junior College. These are all faculty members, and they are relieved of a third of their teaching time, and are paid out of the counseling fund to do this counseling. They keep regular office hours. Each freshman and sophomore has a time each week marked on his program which is free from other responsibilities at which time his counselor will actually be in the office. The student can count on finding the adviser whenever he wishes to go in voluntarily for help. Also, in some unfavorable cases the counselor calls him in. The counselor has the responsibility for advising the student with regard to his study lists and the courses he will take. He also checks with the students who have made low marks at mid-term. At the end of the quarter, the counselor appears before our Committee on Failing Students and indicates or recommends to the Committee as to whether the student should be continued in college or should be suspended for failure or low record. We actually require these counselors to know their students, to become acquainted, know what their personal problems are, the conditions under which they have been working during the quarter. They know what their personal and family problems are, and are in a position to know what kind of recommendation to make at the end of the quarter. The various college counselors for the most part for the juniors and seniors are the department heads or some of the professors in the field of specialization.

I will summarize this by saying or by repeating, that in my opinion, the registrar's responsibility is that of preadmission counseling, and after the student enters college, that responsibility moves over to the dean's office.

CHAIRMAN ORDEMAN: Does somebody have a question to ask right now while Mr. Sage is here?

MISS E. DETERS (University of Buffalo): May I ask, Mr. Sage, how many students does each counselor direct?

MR. SAGE: Well, I could say too many sometimes. Each counselor in the Junior College will have in the neighborhood of 150 or 200 students. They are freshmen and sophomores. Those sophomores were freshmen previously, and the counselor knows them. Furthermore, out of the 200, you don't have real problems with most of your contacts. Most of the problems are routine, and it is only a comparatively small number that you have to deal with at great length.

MISS DETERS: Do they assign these students to particular persons, as in your institution the technical department, engineering, or agriculture, or something; or just assigned to, say, Juniors generally?

MR. SAGE: All of the engineering students are assigned to engineering counselors, and the same thing is true for agriculture; and we always assign the men to men counselors and the women to women counselors. Even if a girl is taking engineering, she still has a woman counselor.

Business Sessions

I—April 23, 1947

REPORT OF THE COMMITTEE ON NOMINATIONS

The Committee on Nominations submits the following report of nominees for offices of the Association for the year 1947-1948;

Treasurer, Albert F. Scribner, Valparaiso University

Second Vice-President, D. B. Doner, South Dakota State College

First Vice-President, R. F. Thomason, University of Tennessee

President, Miss Carrie Mae Probst, Goucher College

J. H. MACKINNON

E. J. MATHEWS

ERNEST C. MILLER

IRA M. SMITH

J. R. SAGE, *Chairman*

The Association adopted the report of the Committee on Nominations and the above-named persons were duly elected to the offices indicated.

II—April 24, 1947

REPORT OF THE COMMITTEE ON SPECIAL PROJECTS

The standing committee on special projects was established for the purpose of (a) encouraging research work on problems of interest to members of the Association and assisting the organization of such projects on a co-operative basis among its members; (b) selecting such general co-operative projects as may be of continuing value to the Association, though not necessarily of a research nature, such as reports on enrollments and degrees conferred, and the report on regional crediting of institutions, which have been issued for a number of years; (c) serving as a clearing house for individual research projects conducted by members of the Association; and (d) conducting such studies on special problems as may arise from time to time and as may be referred to the Committee by the Association.

At a meeting of the Executive Committee of the American Association of Collegiate Registrars held in St. Louis in November, 1946, a request was made of the Committee on Special Projects to con-

duct a nation-wide sampling study of the college achievement of students admitted to college on the basis of the G.E.D. tests as compared with a similar age group as admitted on a more traditional basis. The Committee has accepted the assignment, preliminary steps have been taken, and the organization has been set up. Dr. Gordon V. Anderson of the Department of Educational Research of Northwestern University has agreed to direct the study, aided by members of the Committee and other registrars interested in the work. The study has the warm encouragement of the American Council on Education and members of that body have expressed a willingness on the part of the A.C.E. to subsidize the project.

The work of the sub-committee on the regional accrediting of colleges has been expanded to include a report on accredited foreign colleges, together with other information which will be of assistance in evaluation transcripts of foreign students. The interest of the Committee in this phase of its work will be communicated to the U. S. Office of Education. As soon as printing problems are relieved, the Committee will publish a complete and new edition of the bulletin on Regional Accredited Institutions with all revisions brought up to date.

The Committee will continue the annual report on enrollments and degrees. Plans are under way for simplifying the data requested of registrars in line with uniformity with other similar requests, especially the United States Office of Education. The Committee plans to publish this report on enrollments and degrees on a more current basis, thereby making the data more valuable.

The work of the sub-committee on the adequacy of transcripts will be continued for further research and evaluation and to act as a clearing house for exchange of information regarding records and transcripts. The sub-committee now has under way a movement to use the regional associations as a medium to request each college registrar to check his transcript form against the recommended standard and make needed changes for conformity with the now-published report of the sub-committee.

The Committee would respectfully call attention to action of this Association some years ago to the effect that the Committee offers its services in co-ordinating the many requests for questionnaire studies and aiding in the elimination of duplication of effort and ill-advised studies calling for a vast amount of work by registrars.

Questionnaires referred to this Committee will receive careful consideration and advice of the entire Committee before requesting registrars to furnish the information requested.

W. P. CLEMENT, *Chairman*

The Report of the Committee on Special Projects was adopted by the Association.

REPORT OF THE COMMITTEE ON REGIONAL ASSOCIATIONS

It is with a great deal of pleasure that I am able to report to our Association a one hundred per cent attendance of Regional Association delegates representing 25 Regional Associations now active. Our total Regional Associations number 27, but two groups have been inactive during the war period and have not reorganized as yet. It is hoped that the two associations will resume activities this coming year.

At the Atlanta Convention it was suggested to your chairman that the number of the members of the Committee on Regional Associations be increased. President Canada approved recommendations to increase the membership in this Committee to 27 members representing the various Regional Associations. This arrangement appears to be satisfactory and provides your chairman with an organization that can supply information on regional activities promptly. Moreover, any special problems to be considered can be channeled through the individual committee members to their respective associations.

Perhaps the most important work of your committee during the past year has been the distribution of our Association's Publication, "An Adequate Transcript Guide." As reported to Miss Emma Deters, Chairman of the Subcommittee on Adequacy of Transcripts, nearly 1,000 copies of the Guide were sent to member institutions, and 961 copies were sent to colleges and universities, including professional schools, as listed in the last Directory of Higher Institutions published by the United States Office of Education, which do not hold membership in the American Association of Collegiate Registrars. Included with the Guide was a return postal card requesting that the publication be sent to other staff members of the institutions concerned. As a result of this enclosure, an additional 363 copies were distributed. Through the kindness of Dr. K. P. R. Neville of the University of Western Ontario, the Guide was distributed to Canadian institutions.

Altogether approximately 2,324 copies of the Guide were sent out by your committee.

Many of the Regional Associations discussed the recommendations of the Subcommittee's report as published in the Guide at their regional meetings this year. Of special interest is the report of the Colorado-Wyoming Association of College Registrars indicating that all transcripts of member institutions have been self-checked for items outlined in the Guide. A complete report by institutions has been submitted to Chairman Deters by Mr. R. E. McWhinnie, Registrar of the University of Wyoming. It is hoped that other Regional Associations will prepare similar data for colleges in their group.

The Regional Association officers are to be commended for their co-operation and promptness in sending your chairman reports of regional meetings. These reports have been edited for inclusion in our JOURNAL. Again our grateful thanks are extended to the JOURNAL for the full coverage it has given to regional association activities.

The meetings of the Regional Associations average about one a year. Some of the programs extend beyond a one-day meeting. Of unusual interest are the meetings of the North Central Association of College Registrars, the Pacific Coast Association of Collegiate Registrars and the Texas Association of Collegiate Registrars. The programs of these organizations indicate a high degree of organizational development, and their meetings present a type of program comparing favorably with the programs of our national conventions.

It must be remembered that many members who cannot be present at the National Convention each year do take advantage of attendance at Regional Associations meetings. Therefore, a Regional Association that can present a stimulating program will provide an opportunity for a large number of registrars to discuss their common problems and also enjoy the stimulation afforded by speakers on higher education.

Pursuant to the constitutional requirement of our Association, a meeting of the Committee on Regional Associations with the delegates appointed by the various Regional Associations was held at 4:30 P.M. on Tuesday. This meeting was well attended and many problems were discussed.

The Sub-Committee on Adequacy of Transcripts suggested that our

committee collect data from all colleges and universities for a study on adequacy of transcripts according to the essential items recommended in the Guide. Our committee together with the Regional Delegates assembled voted to be responsible for the collection of such data through the Regional Associations, these data to be submitted to the sub-committee in summary form by the Regional Associations.

Our committee also voted to recommend to the committee on special projects that the Sub-Committee on Adequacy of Transcripts be continued as a committee for further study and evaluation and to act as a clearing agency for the exchange of information regarding the adequacy of records and transcripts.

Finally, this report would be incomplete without a word of thanks for the splendid co-operation of President Canada and other members of the Executive Committee, especially Miss Marjorie Cutler, our Second Vice-President; Mr. Enock Dyrness, our Treasurer; Miss Emma Deters, Chairman of the Subcommittee on Adequacy of Transcripts; and above all, to the individual members of the Committee on Regional Associations and the presidents of the various regional groups.

Respectfully submitted,
(Signed) ALBERT F. SCRIBNER

REPORT OF THE COMMITTEE ON RESOLUTIONS

I. WHEREAS, The management of the Shirley-Savoy Hotel has generously placed all its facilities at the disposal of the American Association of Collegiate Registrars to make their convention a profitable one and their visit to Denver an enjoyable one,

Be It Resolved, That the A. A. C. R. extend to the management of the Shirley-Savoy Hotel its warmest thanks.

II. WHEREAS, The Director of the Denver Convention and Visitors Bureau and his assistants handling housing, information and many details of convention arrangements have contributed immeasurably to the smooth running of the convention,

Be It Resolved, That a vote of appreciation be extended to Mr. Clarence N. Hockom and the Denver Convention and Visitors Bureau for their generous assistance.

III. WHEREAS, The Committee on Local Arrangements with its Subcommittee on Reception has been a most gracious host to the

members of the A. A. C. R. and in true western style with a complimentary chuck-wagon supper and the entertainment of the Dudes and Dames has made the Thirty-third Convention a notable and a memorable one,

Be It Resolved, That the A. A. C. R. express to Mr. Ralph Prator and his energetic co-workers responsible for the comfort and pleasure of each and all of us a vote of sincere appreciation and heartiest thanks.

IV. WHEREAS, The speakers, presiding officers, discussion leaders, and members of committees and panels of the formal program of the Thirty-third Convention of the A. A. C. R. have made informative, educational, scholarly, illuminating and thought-provoking contributions to this Convention for the information and inspiration of their friends and colleagues here assembled,

Be It Resolved, That the Executive Committee of the A. A. C. R. be requested to give due recognition and express fullest appreciation to all collectively and to each individually for their generosity in sharing with us the fruits of their talents and labors to make this Convention the success it has been.

V. WHEREAS, The members of the Executive Committee of the American Association of Collegiate Registrars, and especially our President, have labored so generously and unsparingly toward making a convention that will take its place among the all-time highs for an excellent program, outstanding speakers and a full measure of good fellowship,

Be It Resolved, That the members of the A. A. C. R. go on record expressing their unqualified appreciation to Mr. S. Woodson Canada and the members of the Executive Committee for their superior leadership and service to our Association.

VI. WHEREAS, The problems for registrars and other reporting officers of providing important statistical data on American education to the agencies legitimately requesting such data have increased to an overwhelming degree in recent years,

Be It Resolved, That the Executive Committee of the A. A. C. R. appoint a Special Committee to co-operate with the U. S. Office of Education in providing a clearing-house for questionnaires,

And Be It Further Resolved, That this same Special Committee take whatever steps it deems necessary and feasible to bring about standardization of all terms and forms submitted to registrars.

VII. WHEREAS, The United States Government has co-operated generously with higher education in providing emergency facilities for our increased enrollments,

AND WHEREAS, These enrollments are still on the increase and will, according to the authority of competent statisticians, continue to increase,

Be It Resolved, That this Association go on record as expressing its appreciation to the Government of the United States for its co-operation,

And Be It Further Resolved, That this Association go on record as recommending a continuation of this co-operation and an increase in funds to provide temporary and permanent classroom buildings, housing and other needed facilities and equipment.

Respectfully submitted by the Committee on Resolutions:

MRS. ETHELYN JONES

D. B. DONER

LUTHER H. MARTIN (absent)

J. J. HIGGINS, *Chairman*

These resolutions, with the exception of No. VII, were adopted by the Association on April 24, 1947. Resolution No. VII was referred by the Association to the Executive Committee with power to act.

REPORT OF THE EXECUTIVE COMMITTEE

GENERAL REPORT

During the interim between conventions the Executive Committee held a meeting in St. Louis, Missouri, November 22 and 23, for the dual purpose of considering important matters of the Association and assisting the President in planning for the Thirty-Third Convention. The Executive Committee has also held four meetings in the course of this convention.

President Truman's Commission on Higher Education

One of the important matters considered at the St. Louis meeting was that of an invitation from President Truman's Commission on Higher Education for the American Association of Collegiate Registrars to submit suggestions concerning the five studies being undertaken by the Commission. On the invitation of President Truman's Commission, Mr. Canada represented the Association and the Executive Committee at a meeting in Washington on December 9, 1946.

A subcommittee of the Executive Committee consulted with a number of registrars and prepared a report which has been considered in detail by the Executive Committee and adopted with minor changes. A copy of this report is attached hereto and will be published in the JOURNAL.

*The United Nations Educational, Scientific, and
Cultural Organization*

At the request of President Canada, Mr. E. C. Miller of the University of Chicago represented the Association at the National Conference of UNESCO in Philadelphia on March 24-26. Mr. Miller has reported upon this meeting to the Executive Committee as well as to the Association.

The Quarterly Publication of the A.A.C.P.

Realizing that the scope of the quarterly publication of the Association has been, and is, much broader than the field of the registrar as conceived by the educational public, the Board of Editors, the Executive Committee, and the Association have for several years considered adopting a new and more comprehensive title for this publication. The numerous titles which have been suggested by many registrars have all been given due consideration.

At a meeting held this week, the Board of Editors recommended, and the Executive Committee approved, changing the name of the publication from the "Journal of the American Association of Collegiate Registrars" to "College and University". The change will be effective with the October 1947 edition when the new volume begins. The old title, namely, "Journal of the American Association of Collegiate Registrars," will be retained as a sub-title of the publication.

Treasurer's Report and Recommended Budget

The Executive Committee has reviewed carefully and approved both the report of the treasurer and the recommendations of the Budget Committee.

RECOMMENDATIONS

Recommendations for the Consideration of the Association

In addition to the report on important items given above, the

Executive Committee submits herewith several specific recommendations for the consideration of the Association:

I. In view of the report made at this convention on the National Conference on UNESCO held at Philadelphia, March 24-26, 1947, and consistent with the decisions made at that conference, the Executive Committee of the A.A.C.R. recommends to the convention assembled:

1. That the American Association of Collegiate Registrars endorse and support UNESCO and the Commission for International Educational Reconstruction in their efforts to rebuild the educational facilities in war-torn lands.
2. That the President of our Association appoint a Committee on UNESCO
 - a) to study the needs in connection with the rehabilitation not only of the bodies but also of the minds and spirits of those who have been subjected to the horrors of war, and
 - b) to recommend to the Executive Committee a plan by which the American Association of Collegiate Registrars may contribute toward meeting those needs.
3. That the chairman of this committee be the official designated (a) to deal directly with the appropriate officials, committees and leaders of the Commission in the formulation of specific projects in international educational reconstruction, and (b) in co-operating with that Commission to develop such projects.
4. That all formulated plans and projects in this connection be submitted to the Executive Committee of the American Association of Collegiate Registrars for consideration and approval.
5. That any projects proposed which are inconsistent with the general policy established by the American Association of Collegiate Registrars, or that involve a major responsibility on the part of our Association or any of its adjuncts, be presented, with the recommendation of the Executive Committee, to the convention assembled.

II. In view of the many problems facing higher education in America and the definite need for a co-ordinated, comprehensive, and extended study of these problems, the Executive Committee recommends to the convention assembled:

1. That the American Association of Collegiate Registrars go on

record as expressing a deep interest in the studies being undertaken by President Truman's Commission on Higher Education.

2. That this Association express the hope that President Truman's Commission on Higher Education be continued for a sufficient length of time to enable the Commission to realize the fullest values from its efforts to study these problems of higher education.
3. That the American Association of Collegiate Registrars pledge its willingness to co-operate with President Truman's Commission on Higher Education to the fullest extent possible consistent with the general policies of this Association.

III. In view of the fact that the Treasurer of the Association is intimately acquainted with the income and expenditure of funds, it is recommended that Section 1, Article V, of the By-Laws of the Association be changed to include the Treasurer as a member of the Budget Committee. If this change is approved by two-thirds vote of the members present and voting, Section 1, Article V, of the By-Laws will then read as follows:

There shall be a Budget Committee consisting of the past president who shall act as chairman, and three additional members including the president, the president-elect, and the treasurer. Should any of these members be unable to serve, the president shall appoint a substitute.

G. E. METZ, *Secretary*

The *General Report* was received as information, each *Recommendation* was separately adopted, and the report as a whole was adopted by the Association.

REPORT OF THE EXECUTIVE COMMITTEE TO

PRESIDENT TRUMAN'S COMMISSION ON HIGHER EDUCATION

1. INTRODUCTORY STATEMENT

The following is a résumé of the comments and suggestions made by a selected group of registrars in connection with a report to be submitted by the American Association of Collegiate Registrars to President Truman's Commission on Higher Education.

No registrar or committee of registrars can speak for the Association as a whole on questions concerning higher education, and

it is doubtful whether a general agreement could be reached among the one thousand or more members of the Association on such controversial subjects, but the Executive Committee can speak for the entire membership of the American Association of Collegiate Registrars in expressing its belief in the desirability of making the studies proposed by the Commission, and in indicating its willingness to aid in the project.

2. THE RESPONSIBILITIES OF HIGHER EDUCATION

In a democracy higher education should be adapted to the needs of the student. To make of him a useful member of society he must be trained as a worker, a citizen, and a well rounded individual. In most professions the student receives a good technical education though often lacking those elements that would make of him a useful citizen. We have made a good beginning in higher education toward the training of the individual as a citizen of the family, the municipality, the state, the nation, and now the world. For the sake of our democracy, quite as much as for the sake of the individual, we should give every possible opportunity for education in citizenship to our youth.

Citizenship and professional ability alike are improved by development of ability to handle the affairs of life with confidence; to judge the quality, relevance, and desirability of whatever one encounters; to evaluate and enjoy the experiences of life according to their worth. There is among individuals the greatest variety of native ability; we can only make an effort to educate every one according to his talents. This inculcation of understanding is to the benefit of society and the individual. Methods of improving professional and technical education must be left very largely to those in the professions, except that such methods may all be generally improved by emphasis on the relation of the profession or job to society and to the individual himself.

If democracy is to continue as a force in our present world, higher education must analyze its whole program, in terms of its functions, curricula, and methods of instruction, to make sure that appropriate recognition is given to citizenship training. We must face the fact that we can no longer isolate ourselves from the rest of civilization. We must offer courses and provide other educational opportunities to students so that they may acquaint themselves with

the politics, economics, sociology, and history of this country and of the world and all its people.

Such an undertaking involves the development of powers of judgment, of ability to determine the relevant and good, in our students. We have to keep constantly in mind that a society is no better than the people who make it up. Our greatness as a nation does not lie in material wealth and abundance of natural resources alone, but rather in our ideals that have encouraged us toward the good life: zeal for learning, love of liberty, insistence on righteousness.

Since in our times the American way of life is being challenged as never before, it seems reasonable to insist that higher education in America develop those ideals and traits of character that will inspire our youth to work for a society in which our ideals may be realized. Our schools, churches, and state have been found wanting; they have failed to establish ideals leading to the good life. In proper education lies hope for the future. The fate of the future rests with the youth of today. The magnitude of obligation of our educational institutions to them is clear when we realize that many parents are vague in self-direction, incompetent to discriminate, essentially irreligious. It is the obligation of higher education to make every effort to correct this situation.

The business of higher education should be to guide youth in a changing world; to fortify him with knowledge, strength of judgment, and moral virtues; to convey to him the spiritual heritage and the achievements of past generations; and to train him to make a living, keeping in mind that this practical aim is best provided by developing his capacities toward the enrichment of his life. Higher education must prepare youth to play his part in society, to lead a normal, useful, and co-operative life in the community, and to strengthen his sense of freedom and his sense of responsibility. It should be concerned not only with his intellectual, but also with his moral, personal, and spiritual development.

We suggest that more serious attention be given in our educational system to the achievements of the past, because we feel that college students need perspective to prepare wisely for the future. That which is good and beautiful in our inherited culture should be preserved and developed. In higher education we should use the accumulated wisdom of the past as a basis of future development. In this

connection we call attention to an editorial comment on the subject, "Old Wine in New Bottles", by S. A. Nock, as published in Volume 22, No. 2 of the JOURNAL of the American Association of Collegiate Registrars. (January, 1947, p. 197)

It should also be kept in mind how intricately higher education is tied in with elementary and secondary education. In some areas of the nation the elementary and secondary school structure must be strengthened to serve as a foundation for a re-organized and expanding system of higher education.

3. WAYS AND MEANS OF PROVIDING EDUCATIONAL OPPORTUNITY

A democracy in which the majority rules cannot function effectively unless its citizens are capable of understanding and of thinking for themselves. It cannot resolve its problems unless its people are endowed with wisdom and goodness; therefore, a democracy must provide educational opportunities for all ages and all classes. An effort must be made to raise the educational level of all the people. Society must provide educational opportunities not only for the few who are to assume leadership, but also for the many who will follow that leadership. This does not mean that the same type of educational opportunities should be provided for all. Various types of educational and training programs should be developed for different types of students to suit their needs, aptitudes, interests, and talents. At present we need more institutions above the secondary level devoted to intensive vocational training. The history of higher education shows a perfectly justifiable trend toward greater practicality, and makes clear that colleges and universities would be remiss in their function, if they did not respond to the social needs for better practical knowledge.

During the last half century higher education has developed the assembly-line technique. Such technique may be partly necessary under existing conditions; but it is important that we do not overlook the advantages of personalized education, designed to recognize the student's aptitudes and to fill in his deficiencies. In this connection it would be desirable to discourage the practice of some colleges in accepting blindly all students who hold high school graduation certificates and then permitting each to follow his bent in the selection of courses; and the practice in other colleges of forcing all students

into the same fixed educational plan on the assumption that it is the best plan that has ever been invented and, like fresh air, is good for everybody regardless of his antecedents, his inherent abilities, and his future plans. Furthermore, we should improve our admissions and placement procedures to avoid a relatively high percentage of mortality.

An analysis of inequalities in educational opportunity above the high school level reveals that many young people are deprived of higher education because of the economic conditions in the home. Young people belonging to minority groups, especially the Negro youth, find it exceedingly difficult to go to college because so many institutions practice race discrimination in connection with selective admissions, or set quotas for minority groups. In our society such barriers should not exist. Qualified students should be admitted to college regardless of race, color, nationality, or creed; and inequalities of opportunity for higher education because of the economic status of parents should be eliminated, whether at college, graduate, or professional level. There should be established a national policy of universal access to educational opportunity at all levels from kindergarten through college, graduate, and professional schools. The existing inequalities of educational opportunity point to the need for establishing such a policy. This means that education should be provided for all qualified students who wish to go to college, provided they make satisfactory progress in their studies. If we wish to maintain a free society, we must realize, as our forefathers did a century ago, that we must educate all people who can profit by an education, instead of limiting educational opportunities to certain select groups.

4. THE ORGANIZATION AND EXPANSION OF HIGHER EDUCATION

There are several organizations at the present time attempting to select promising students, for example, the Search for Science Talent and the Pepsi-Cola Scholarship Plan. There are, of course, many other organizations, also some colleges and universities, seeking such talent and giving financial aid; but it would seem wise for the states and the nation to consider this whole problem, and work out a plan whereby the exceptionally capable students with strong potential ability for leadership could be encouraged to go on to college.

We should be concerned also about another group, composed of adults who upon reaching maturity realize how inadequately they are prepared in certain areas, and who therefore wish further formal education. Since education is a continuing process, more attention should be given to the development of an educational program for adults, to cultivate their personal interests and improve the quality of their individual living. It would assist them with cultural, scientific, social, economic, and political information, thus making them better citizens. A society that neglects the education of its adults is not a free society.

Dean Cyril O. Howle who directs the adult educational program at the University of Chicago recently made the following statement:

"The objective of adult education is to provide the opportunity for continuous intellectual, aesthetic and moral growth on the part of the mature individual. Such growth is desired both for the sake of the individual and for the welfare of society. It is assumed that as a result of his educational experience the mature individual will not only enjoy a more satisfactory personal life but will also exert a more effective influence for good in the constant readjustments which are necessary in a dynamic society."

The ratio of adults in our population and the life expectancy of adults have increased rapidly since the beginning of our national existence. In 1940 there were 2,455 adults for every 1,000 children. It seems reasonable to suggest that a democracy, with a population preponderantly adult, cannot solve its problems merely by the education of its youth, particularly when its adult citizens represented by governing Boards of Education, Trustees, etc., have and exercise authority in the management of our schools and colleges, and, in some instances, even attempt to determine the educational plans and policies of those institutions.

In recent years the preponderance of our adult population and the increase in the migration of people, especially from farm to city, have created many social problems. We still have our slums, congested areas, and a housing shortage. Furthermore, the change from the sixty-hour to the forty-hour work-week has given adults more leisure which they could use toward self improvement, if opportunities to do so were available. Such opportunities could be made

available by providing facilities for a variety of educational activities to fit into the pattern of their lives. It is said that many adults, especially those in the lower strata of society, have no desire to continue or begin their education and that mature people no longer have the ability to learn. Such conclusions are not based on facts. The rapid increase in high school and college enrollments has created an increasing awareness of education, and a desire to continue it. The zeal for learning has always been one of the predominating ideals of humanity, and is especially manifest in a democracy. Furthermore, studies on adult learning seem to show that adults can be educated.

It is suggested that adult education programs should (a) provide training in liberal arts for those adults who have failed to achieve ability to think clearly or to read, write and speak English effectively; (b) provide adults an opportunity to increase their understanding of the nature of the world and man; (c) offer them an opportunity for professional improvement and competence; (d) provide technical training to fit the needs of their trades and vocations; and (e) help adults to learn to discharge those responsibilities which the circumstances of mature life have brought them.

The foregoing goals, stated in broad terms, are but a few of the many educational activities that should be included in the learning process of adults.

The expansion of higher education should be on the basis of quality rather than quantity. During the past five years the educational institutions in their desire to contribute to the war effort, and later to serve the veterans, have done many things which have reduced standards, such as (a) increasing the teaching loads of the members of the faculty and requiring them to teach the year around; (b) increasing the size of classes; (c) operating accelerated programs; (d) employing a relatively large number of teachers not qualified to teach; and (e) cluttering up the administrative staff with inexperienced men and women. Emphasis should be placed on improvement of the faculty and the administration and the quality of educational programs, rather than on expansion of physical plant and vast building programs.

Practically all institutions of higher learning are making efforts to organize and expand to provide for the emergency that now faces

them. This plan meets with general approval. Professional training needs to be provided in places where it is not now given. Recent surveys show a trend toward professions where previously the demand was not great. As an example, the number of pre-dentistry and dentistry students reached low ebb a few years ago, but now the facilities for such training have been expanded. Every effort should be made to provide education and training to meet the demands of the various professions, especially the teaching profession. On the other hand, an attempt should be made to establish and maintain a balance between the numbers trained for various professions and vocations, and the opportunities in these fields.

As higher education is undoubtedly faced with a long period of heavy enrollments as well as increased activity in research, the question immediately arises as to whether or not there is a limit in enrollment beyond which an institution may not, without impairment, carry on effective work; i.e., whether the size, the physical plants, the instructional staffs, etc., of existing institutions should be increased, or whether more institutions of higher learning should be established. Either way, the total cost of maintaining colleges, universities, and training schools will increase. This problem requires immediate and careful attention. It seems certain that the federal government and the individual states will have to give further attention to it, and to consider both its educational and financial aspects.

5. FEDERAL AND STATE SUPPORT OF HIGHER EDUCATION

The discussion in the preceding sections suggests that an inequality of opportunity exists in the field of higher education, and that a system of free education should be provided at all levels for all qualified students maintaining satisfactory progress. This carries the implication that equalization of educational opportunity may be attained through scholarships, fellowships, and grants financed by the federal government through the states, and that such financial assistance should be extended to all needy students or to all students whether their parents are rich or poor, provided such students can profit by further education or training. The administration of such a program would be most complex. It would raise questions concerning the form in which aid to higher education should be provided and

questions concerning any necessary distinction that should be made between public and private institutions in the matter of federal or state aid. Furthermore, there is a real danger that federal control of higher education will grow out of federal subsidies.

There are some registrars who doubt very much that the ultimate goal of American higher education should be to provide educational opportunity at the college level for all in much the same way as we now provide the program of secondary education. They suggest that greater emphasis should be placed on subsidizing specialized abilities and general aptitude for higher studies, to the end that all those who are capable students may attend college, irrespective of their financial situation. These registrars are concerned about the many students now in college who are totally incapable of profiting from our established college and university programs, and they feel that such students should be prevented from cluttering up our institutions of higher learning. They are afraid that the proposal of free education or training for all above the high school level would lead to the same error that has been made in the elementary and secondary schools, where we have taken care of everybody and tried to do everything under the sun, with disastrous consequences. These registrars believe that higher education should be doing a better job of working with the proper student groups, rather than trying to educate all who think they wish to go to college in every curriculum and course conceivable.

One of the many controversies in higher education is the question of federal aid, which is linked with the democratic concept of education. We do not wish to repeat arguments of the past in connection with this controversy, except perhaps to call attention again to the fact that there are better educational opportunities in some sections than in others, and to suggest that we should raise the level of educational opportunities everywhere; that higher education should play an important role in this matter; and that federal support seems to be necessary to make the educational opportunities somewhat equal throughout the nation. We recommend that federal funds used to equalize opportunity be administered in a manner that will benefit the institutions, both public and private, as well as the students. Equalization of opportunity means an increased number of students in college. These students must be free to choose their college.

The colleges must be fully compensated for the cost of services provided to these additional students.

6. PROVIDING PERSONNEL FOR HIGHER EDUCATION

Educational facilities include not only physical plant, but also competent instructional and administrative staffs. This in turn implies that adequate salaries be provided for teachers and administrators. At present many staff members at all levels do not have economic security; consequently they must devote their minds to the task of making ends meet instead of devoting their minds to the problems of education and research. The Harvard Committee on General Education has remarked that, "There is no educational reform so important as the improvement of teaching." (General Education in a Free Society, p. 104.)

In this connection greater attention should be given also to the professional preparation and experience of the administrative officers in colleges and universities. It seems that an increasing number of inexperienced men are placed in important administrative positions. They are assigned tasks that they are not fitted to do, and in consequence they create complexities, make costly mistakes, cause serious delays, confuse the students, lower the morale of those whose work they attempt to direct, seek arbitrary power, ignore the collective opinion of the faculty, and labor under the misapprehension that they have a solution for every problem that has confronted wise and experienced administrators since the beginning of higher education in America.

It is the duty and responsibility of institutions of higher learning to offer proper programs of study for the professional training of college instructors and administrators, so that the instructors may become more effective in the teaching of youth, and the administrative officers may become more skilled in directing both the instructional and non-instructional activities of the universities and colleges. One of the major problems confronting institutions of higher learning today is that of providing a more effective instructional and administrative leadership. Our traditional program, as it has operated for the last generation or two, does not provide for this end. We must analyze the needs of college instruction and administration and make better provisions for the training of men and women to assume these responsibilities.

Perhaps the question of adequate personnel is in a large measure one of providing adequate salary scales to attract competent persons into the teaching fields. This is no small problem. It means larger endowments for private institutions and larger appropriations from public funds for public institutions. In some way the public must be educated to the proposition that it is essential to spend more money (public and private) on education at the higher levels.

We suggest that it would be advisable for the Commission on Higher Education to recommend that a survey be made of the preparation, recruitment, and status of administrative officers in higher education, as well as of faculty personnel.

7. THE ENCUMBRANCES OF HIGHER EDUCATION

In making a study of higher education it would seem helpful to take at least a passing glance at some of its present encumbrances. Perhaps a registrar, associated with both the administrative and the educational activities in higher education, has a unique opportunity to observe the running of our educational machinery. In doing so he becomes painfully aware of the fact that higher education has many stereotyped features, expressed in terms of credits, prerequisites, grade-point averages, hypothetical classifications, sequences shorn of their sequential nature, majors, minors, etc. In addition to these encumbrances, the students are hampered with a mass of faculty-made rules and regulations that require legalistic interpretations but can be violated "for good reasons" without undue inconvenience to the student. As a result, the registrar finds himself and his fellow administrative officers hampered by a vast amount of administrative machinery. Perhaps the greatest encumbrance in higher education is the credit system.¹

Colleges and universities are faced with the problem of establishing a common and defensible procedure in determining the nature and the amount of educational credit that should be granted for training and educational competence gained at other institutions by transfer students. In an attempt to solve this problem some colleges and universities are devising batteries of tests, either to supplement the

¹ See a recent article by Registrar G. E. Metz, published in Vol. 22, No. 2 of the *JOURNAL of the American Association of Collegiate Registrars* under the title "The Registrar's Paradox." (January, 1947, pp. 192-196)

admissions procedure based on course-credit evaluation, or to serve as a substitute for such a procedure. Any reliable testing plan that can be devised would be far superior to the equivalent course-credit evaluation which has become part and parcel of admissions offices in nearly all colleges and universities. The American Association of Collegiate Registrars would be willing to co-operate in any thorough study of the prevailing credit system as a means of admission to (including transfer from one college to another) and graduation from college, and as a basis for licensing and admission to the professions.

The registrar's functions are fixed by the educational plans and policies of his institution, and such policies are usually not determined by the registrar, sometimes not by the president, but by the faculty; consequently the registrars, having little or no direct responsibility for the formulation of educational plans and policies, cannot speak with the same degree of authority on these subjects as those who do have that responsibility; but, in behalf of the American Association of Collegiate Registrars, we respectfully submit this report to the Commission on Higher Education as an indication of our desire to assist in its studies.

REPORT OF THE BUDGET COMMITTEE

SUGGESTED BUDGET

1947-1948

General Administrative	\$ 1,000
Committee on Special Projects	2,000
Convention Expense	1,500
Editor's Office and JOURNAL	4,500
Treasurer's Office	1,000
Miscellaneous and Contingent	1,500
	<hr/>
	\$11,500
Estimated Income	\$11,500
	<hr/>

ERNEST C. MILLER, *Chairman*

The Association adopted the report of the Budget Committee.

STATEMENT OF INCOME AND EXPENSES

JUNE 1, 1946, TO APRIL 12, 1947

Balance on hand June 1, 1946		\$ 941.13
Income		
Memberships:		
Dues—renewals	\$9,192.00	
Dues—new members	645.00	
Dues—associate members	9.00	
Subscriptions:		
Renewals	535.90	
Club	161.00	
New	54.05	
Sale of single copies	43.25	
Sale of "Corrections and Revisions"	89.00	
Sale of advertising	8.00	
Interest on U. S. Savings Bonds	98.75	
American Council on Education (return of advance for publication of "Guide")	500.00	
Miscellaneous Income	9.90	
Total income		11,345.85
		<u>\$12,286.98</u>
Expenses		
General Administrative	849.56	
President's Office Expense	314.82	
Editor's Office Expense	3,359.51	
Treasurer's Office Expense	564.98	
Committee on Special Projects	527.23	
Convention Expense (mostly 1946 convention)	770.19	
Miscellaneous	39.35	
		6,425.64
Cash Balance on hand April 12, 1947		\$5,861.34
Reserve—U. S. Savings Bonds		4,200.00
		<u>Total \$10,061.34</u>

Respectfully submitted,

ENOCK C. DYRNESS, *Treasurer*

REPORT OF THE SECOND VICE-PRESIDENT

A large number of changes in personnel among Registrars took place during the past year. Consequently, in order to have the membership list published in the October JOURNAL as up to date as possible, a questionnaire was sent to all member institutions in July.

Below is a summary by states of the new members of the Association since July, 1946, representing 31 states, Egypt and Mexico. A tabulation of the total membership at the present time is also given.

NEW MEMBERSHIPS—APRIL 1946 TO APRIL 1947

Alabama	2	Missouri	3
Arkansas	1	Nebraska	2
California	8	New York	7
Colorado	3	North Carolina	5
Connecticut	2	North Dakota	2
Georgia	3	Oregon	3
Idaho	2	Pennsylvania	3
Illinois	2	Texas	3
Iowa	1	Virginia	2
Kansas	2	Washington	5
Kentucky	1	West Virginia	3
Louisiana	4	Wisconsin	3
Massachusetts	1	Wyoming	1
Michigan	6	Canada	1
Minnesota	1	Egypt	1
Mississippi	3	Mexico	1
TOTAL.....87			

TOTAL MEMBERSHIP

Alabama	16	Maryland	16
Arizona	5	Massachusetts	35
Arkansas	11	Michigan	39
California	52	Minnesota	26
Colorado	18	Mississippi	15
Connecticut	12	Missouri	40
Delaware	1	Montana	8
District of Columbia	15	Nebraska	18
Florida	9	New Hampshire	3
Georgia	28	New Jersey	22
Idaho	9	New Mexico	6
Illinois	71	New York	78
Indiana	29	North Carolina	28
Iowa	32	North Dakota	5
Kansas	25	Ohio	49
Kentucky	28	Oklahoma	18
Louisiana	15	Oregon	14
Maine	4	Pennsylvania	64

Rhode Island	5	Alaska	1
South Carolina	15	Canada	12
South Dakota	10	Egypt	1
Tennessee	29	Hawaii	1
Texas	43	Mexico	1
Utah	10	Porto Rico	2
Vermont	6		
Virginia	25	Total	1083
Washington	16	Honorary	15*
West Virginia	19		
Wisconsin	22	TOTAL	1098*
Wyoming	1		

The Association welcomes most heartily the new member institutions and their representatives, and it is sincerely hoped that there may be great mutual benefit both to the Association and to these new members through the friendship formed and participation in the activities of the Association.

Respectfully submitted,
(signed) MARJORIE M. CUTLER
Second Vice-President

REPORT OF THE COMMITTEE ON OFFICE FORMS AND EQUIPMENT

During the year the Association has had two exhibits of office forms available: First, a six-volume exhibit which has been in use, with various changes, for a number of years; and second, a one-volume exhibit prepared about a year ago.

Both of these exhibits have been in considerable demand this year, but it has not been possible to make them available to all of the registrars from whom requests have been received. The single-volume exhibit has been reviewed in six different institutions in Minnesota, Texas, Ohio, Idaho, Illinois, and New Mexico.

The large exhibit was also used in six different institutions in Tennessee, Massachusetts, Pennsylvania, and New York.

Material for a second single-volume exhibit has been collected by the Committee, and it is hoped that this additional volume will be

* EDITOR'S NOTE: The death of Arthur W. Tarbell, reported in the April issue of the JOURNAL, and the election of three new honorary members this year (see p. 585) change this number to 17 and make the total membership an even 1100.

available for use within a few months. The Committee recommends that the fund of \$300.00 made available be carried over for the work of the Committee during the coming year.

Because of the distance involved in some of the requests received, the Committee suggests that separate exhibits be made available in different sections of the country. It is hoped that three or four exhibits will be made available to the members of the association.

The Committee reports with deep regret the loss of our fellow member and associate, Dean John M. Bly of St. Olaf College, whose death occurred on February 6 after an illness of several months.

(MRS.) KATHERINE HUNTER PEUGH

LYLE H. JOHNSON

W. K. SUMMITT

C. ZANER LESHER, *Chairman*

The Report of the Committee on Office Forms and Equipment was adopted by the Association, April 24, 1947.

REPORT OF THE COMMITTEE ON THE RELATIONSHIP OF COLLEGES
AND UNIVERSITIES TO THE U. S. VETERANS ADMINISTRATION—
AS ADOPTED BY THE ASSOCIATION

On April 7, 1947, President Canada appointed a special committee charged with the responsibility of investigating the relationship of the U. S. Veterans Administration with the colleges and universities. The committee has discussed all forms which are currently used in carrying out this training program. The committee was unanimous in their decision that V. A. form 7-1950, the Certificate of Eligibility and Entitlement and Entrance into Training should be rendered in duplicate so that the institutions would have on file for each veteran a duplicate signed copy.

It was further pointed out that the practice of reporting absences and the academic standing of the student varied widely among the institutions represented by the committee. It was the consensus of opinion that a liberalized policy of reporting absences should be adopted by the Veterans Administration and made functional in all its regional facilities. The committee was likewise unanimous in their belief that the only true picture of academic progress is a term or semester report and that any weekly, monthly, tri- or mid-semester or term reports are unnecessary.

The committee proposes two resolutions which they believe should be ratified by the convention and the Executive Committee of the A.A.C.R. instructed to transmit the same to the central office of the U. S. Veterans Administration.

1. *Be It Resolved*, That the U. S. Veterans Administration be requested to furnish to the colleges and universities a duplicate signed copy of V. A. form 7-1950, The Certificate of Eligibility and Entitlement and Entrance into Training for each veteran.
2. *Be It Further Resolved*, That the reports to the U. S. Veterans Administration on absences and scholastic attainments be required only when the student's performance is not considered to be satisfactory according to the stated policies and procedures of the educational institutions.

Signed by the Committee,

JOHN A. ANDERSON
W. F. HOFFMAN
ALMA PREINKERT
HOMER L. HEATON
GEORGE W. ROSENLOF
S. L. MCGRAW
C. W. EDWARDS
GEO. P. TUTTLE
WORTH A. FLETCHER, *Chairman*

The report as printed above embodies minor amendments which were adopted by the Association, after which the report as a whole was unanimously approved.

REPORT OF THE SUB-COMMITTEE OF THE COMMITTEE ON SPECIAL
PROJECTS OF THE AMERICAN ASSOCIATION OF
COLLEGIATE REGISTRARS

Assignment

The statistical information that a Registrar's Office should be expected to compile, perhaps with some delimitations, and with some suggestions as to the use of mechanical aids for prompt results.

Introduction

Many demands are made upon the Registrar for summaries of information according to specified patterns and scope from both

within and without the University. Few of these are identical, therefore, the problem resolves itself in the first instance to determination and definition of the basic data to be collected and basic patterns of compilation which lend themselves readily to recapitulation according to special patterns.

The advent of the veteran to institutions of higher education under the authority of PL 346 and 16 and under the administration of the Veterans Administration has made additional demands upon the Registrar for the differentiation of procedures, reports, and summaries.

The fact remains that the Registrar's records are probably the most convenient source of basic academic data needed for compilation of statistical tabulations and summaries which are essential to academic problems and, in many cases, to institutional planning. Another phase of the problem is whether the Registrar's Office should make such summaries or provide the means for other offices to make them. This phase is essentially one of budget and institutional organization.

Scope

The study has been limited to patterns of summaries which are regarded as essential for institutional inventory and planning and which provide for convenient recapitulation according to other patterns. This has necessarily included examination of basic data involved and its source.

Approach

Preliminary examination of the assignment suggested the following approach:

1. Analysis of pattern of summaries
2. Definition of basic data and terminology
3. Analysis of source of basic data
4. Channelling, procedures and machine aids

Summary patterns

There have been much discussion and a good many articles written on the kinds of summaries which might be ordinarily expected from the Registrar. The patterns of such summaries have been dictated not only by the respective institutions but also by other educa-

tional agencies. Critical examination of such questionnaires reveals that few are identical in scope and fewer in exact terminology. It is apparent, however, that the basic data necessary to complete such questionnaires and requests are substantially common denominators in nearly all colleges and universities. The difficulties appear to be largely those of recapitulation. If the pattern of summaries required for institutional academic inventory are sufficiently detailed, recapitulation of such summaries will ordinarily provide the answers to most of the questions presented by other agencies.

The committee presents five categories of summaries which it regards as essential to institutional academic inventory and planning.

1. Composition of student enrollment
2. Student credit hour load
3. Department credit hour load
4. Department teaching space load
5. Academic reports and analyses such as distribution of students by major or field of specialization, students' scholastic achievement, grade distribution by instructor, degrees granted, etc.

Each of these categories may include a variety of summaries required at various times as dictated by the needs of the respective institutions. It is the intent of the committee only to define the elements which their study indicates as basic for inclusion in the foregoing summary patterns and suggested implementation.

Composition of student enrollment

Elements: College and curriculum of registration and class level of student, former vs. first time students, veteran vs. non-veteran status, day vs. evening sessions, home address, age, religious affiliation, parents' occupation, sex, marital status, etc.

Student credit hour load

Elements: Number of students in each college, curriculum and class level, undertaking various total amounts of credit hours.

Department and instructor credit hour load

Elements: Number of registrations within each class by instructor in each department of study by the college of the student's registration and the class level of the student.

Department teaching space load

Elements: Clock-hour use of rooms by departments with indication of total registrations in each class (inventory of room use and class size).

Academic analyses

Elements: Grade point or similar average (arithmetic mean) of each student with identification of student's sex, college and class level; numbers of each grade mark assigned by each instructor in each department; numbers of students with indication of sex receiving degrees by major or field of specialization leading to the degree, etc.

Implementation

Ordinarily all of the basic elements noted above are collected as part of the student's registration or become available to the Registrar in the course of the normal operations of his office. In institutions with several thousand students the segregation and tabulation of these elements requires a significant portion of the staff's time. The problem, therefore, becomes essentially one of job analysis and channelling. Thorough job analysis indicates the usefulness of mechanical devices and office equipment which will aid in handling volume and expedite the tabulation of reports.

It is obvious that each of the forms which a student completes as a part of his registration or subsequent contacts with the office must be carefully planned to facilitate rapid and accurate tabulation of information. Likewise, the forms completed by the staff such as final grade reports, etc., must be carefully planned. It is in this connection that the basic elements referred to above are of great importance.

Functionally, the processing of data may be divided into the following categories:

1. Sorting and classification
2. Posting and tabulation
3. Reproduction

Sorting and classification aids

- a. Punch card method (IBM equipment, Findex equipment, etc.)
- b. Visible index equipment (Kardex, Linedex, etc.)
- c. Etc.

Posting and tabulating aids

- a. IBM alpha numerical tabulators
- b. Visible index equipment
- c. Etc.

Reproduction aids

- a. Manifold forms
- b. Photo direct negative or positive processes (photostat, dextragraph, etc.)
- c. Contact direct negative processes (blueprint, etc.)
- d. Stencil duplicators
- e. Spirit duplicators (Ditto carbon process)
- f. Offset processes (photographic printing process—multilith, etc.)
- g. Microfilm

The committee believes that detailed descriptions of the applications of special equipment or machines to various jobs can best be supplied by institutions which have adapted their records and procedures to utilize such equipment or machines. It is recommended that the members of the association be encouraged to submit papers to the JOURNAL based on the application of the use of special equipment to specific jobs as suggested in this report.

Respectfully submitted,

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Editorial Comment

College and University

COLLEGE AND UNIVERSITY

THE JOURNAL *of the* American
Association of Collegiate Registrars

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WITH THE October number, which is the first of Volume XXIII, the JOURNAL begins life under a new name. This is in accordance with action taken by the Association at the Denver convention. The title COLLEGE AND UNIVERSITY was recommended by the Board of Editors to the Executive Committee, which endorsed the recommendation and passed it on to the Convention for action. Approval on the floor of the convention was unanimous. The Association will not cease to be identified with the publication, however, since the old title will continue to appear as a subtitle.

Most members of the A.A.C.R. will remember that this is not a sudden decision. It was first proposed at the Chicago convention in 1944,

and was again discussed at Atlanta last year. Registrars were invited to suggest titles and to express their opinions about a change. Letters which reached the Editor favored adopting a new title by a majority of about seven to one.

There are two reasons for the change. The old title, consisting as it did of eighteen syllables, was cumbersome. More important, it implied

a limited subject-matter and a restricted reader-list which in fact the JOURNAL long ago outgrew. The new title is intended to suggest what the JOURNAL really is: a magazine by and for everyone who is interested in Higher Education.

The Board of Editors hopes that COLLEGE AND UNIVERSITY will go on to increased usefulness to American colleges and their personnel, to the end that through it the American Association of Collegiate Registrars may render more and more significant service to the cause of Higher Education everywhere.

Delegates and Guests, Thirty-third Annual Convention, Denver, Colorado, April 21-22-23-24, 1947

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Adams, William F., Dean of Admission, University of Alabama.
Cohen, Antoinette N., Registrar, Tuskegee Institute.
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Wallace, Leonard D., Dean, Registrar, Athens College.

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Short, Maxine S., Guest, University of Arkansas.
Summitt, William Knox, Harding College.

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Walker, Mary C., Recorder, Mills College.
Walter, Edwin C., Registrar, Director of Student Personnel, Pacific Union College.

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VonRoeder, Hubert Spencer, Registrar, McMurry College.

UTAH

Hall, Charisse H., Registrar, Weber College.

Hayes, John E., Registrar, Brigham Young University.

Norton, Joseph A., Registrar, University of Utah.

Norton, Ida, Guest.

Richards, Ralph J., Acting Registrar, Utah State Agricultural College.

VERMONT

Garrett, Thomas A., Registrar, St. Michael's College.

Kroepsch, Robert H., Registrar, University of Vermont & State Agricultural College.

Kroepsch, Ruth M., Guest.

Scobie, Jordan R., Registrar, Middlebury College.

VIRGINIA

Alsop, Kathleen, Registrar, College of William & Mary.

Carter, Marguerite Dickenson, Registrar, Stratford College.

Drake, W. M., Registrar, Washington & Lee.

Fugate, Mary C., Dean and Registrar, Averett College.

Slusher, Clarice, Registrar, Virginia Polytechnic Institute.
Whiteside, Annie C., Registrar, Randolph-Macon Woman's College.

WASHINGTON

Black, Mrs. Irene T., Registrar, Walla Walla College.
Chambers, Harry M., Registrar, State College of Washington.
Corrigan, Anthony B., Dean of Studies, Seattle College.
Toner, Ethelyn B., Registrar, University of Washington.
Williams, Jimmie, Associate Registrar, State College of Washington.

WEST VIRGINIA

Bledsoe, Luther E., Registrar and Director of Admissions, Marshall College.
Crawford, Robert T., Dean and Acting Registrar, Glenville State College.
Ice, Ethel, Registrar, Fairmont State College.
Long, J. Everett, Registrar, West Virginia University.
McGraw, S. L., Registrar, Concord College.
Van Horn, Alta Lueondill, Acting Registrar, Salem College.

WISCONSIN

Dolorita, Sister Mary, Registrar, Witerbo College.
Dupont, R. W. F. F., Registrar, St. Norbert College.
Sister Ignatio, Mary, Registrar, Mount Mary College.
Laurentia, Sister Mary, Guest, Mount Mary College.
Little, James Kenneth, Director of Student Personnel Services and Registrar, University of Wisconsin.
Sister M. Joan, Registrar, Edgewood College.
Sister Mary Eunice, Secretary, Cardinal Stritch College.
Sister Mary Redempta, Registrar, Cardinal Stritch College.
Weirick, Bessie M., Registrar, Beloit College.

WYOMING

Davis, Helene, K., Admissions Secretary, University of Wyoming.
Johnson, Archie Victor, Assistant to the Registrar, University of Wyoming.
McWhinnie, Bernice A., Guest.
McWhinnie, Ralph E., Registrar and Director of Admissions, University of Wyoming.

DENVER CONVENTION, 1947—REGISTRATION BY STATES

Alabama	4	Kansas	22
Arizona	2	Kentucky	5
Arkansas	6	Louisiana	3
California	15	Maine	1
Colorado	41	Maryland	4
Connecticut	1	Massachusetts	2
District of Columbia	8	Michigan	11
Florida	1	Minnesota	11
Georgia	4	Mississippi	1
Idaho	4	Missouri	25
Illinois	32	Montana	3
Indiana	16	Nebraska	13
Iowa	12	New Hampshire	1

New Jersey	3	Utah	5
New Mexico	4	Vermont	4
New York	17	Virginia	6
North Carolina	4	Washington	5
North Dakota	1	West Virginia	6
Ohio	17	Wisconsin	9
Oklahoma	10	Wyoming	4
Oregon	4		
Pennsylvania	6	Canada	2
South Carolina	1	Egypt	1
South Dakota	6	Mexico	1
Tennessee	6		
Texas	10		380

REGISTRATION OF MEETINGS 1910-1944

<i>Registra- tions</i>	<i>Year</i>	<i>Place</i>	<i>President</i>
24	1910	Detroit	A. H. Parrott, North Dakota Agricultural College (Chairman)
30	1911	Boston	A. H. Espenshade, Pennsylvania State College (Chairman)
38	1912	Chicago	A. H. Espenshade, Pennsylvania State College
23	1913	Salt Lake City	*J. A. Cravens, Indiana University
46	1914	Richmond	E. J. Mathews, University of Texas
55	1915	Ann Arbor	*G. O. Foster, University of Kansas
69	1916	New York	Walter Humphries, Massachusetts Institute of Technology
66	1917	Lexington	*F. A. Dickey, Columbia University
106	1919	Chicago	*A. W. Tarbell, Carnegie Institute of Technology
107	1920	Washington	Ezra L. Gillis, University of Kentucky
118	1922	St. Louis	*A. G. Hall, University of Michigan
160	1924	Chicago	J. A. Gannett, University of Maine
105	1925	Boulder	*T. J. Wilson, Jr., University of North Carolina
155	1926	Minneapolis	G. P. Tuttle, University of Illinois
214	1927	Atlanta	*R. M. West, University of Minnesota
253	1928	Cleveland	Ira M. Smith, University of Michigan
119	1929	Seattle	C. E. Friley, Agricultural and Mechanical College of Texas
250	1930	Memphis	E. J. Grant, Columbia University
252	1931	Buffalo	J. P. Mitchell, Stanford University
282	1932	Chicago	R. N. Dempster, Johns Hopkins University
266	1933	Chicago	J. G. Quick, University of Pittsburgh
219	1934	Cincinnati	F. O. Holt, University of Wisconsin
245	1935	Raleigh	K. P. R. Neville, University of Western Ontario

309	1936	Detroit	*Alan Bright, Carnegie Institute of Technology
285	1937	Kansas City	J. R. Sage, Iowa State College
334	1938	New Orleans	Fred L. Kerr, University of Arkansas
442	1939	New York	Edith D. Cockins, Ohio State University
325	1940	St. Louis	William S. Hoffman, The Pennsylvania State College
404	1941	Chicago	J. C. MacKinnon, Massachusetts Institute of Technology
316	1942	Chicago	A. H. Larson, Eastman School of Music
381	1944	Chicago	*J. R. Robinson, George Peabody College
285	1946	Atlanta	Ernest C. Miller, University of Chicago
380	1947	Denver	S. Woodson Canada, University of Missouri

* Deceased.

MEMBERSHIP OF THE ASSOCIATION, 1914-1947

Year	No. of Members	1932	720
1914	62	1933	705
1915	100	1934	671
1916	223	1935	671
1917	140	1936	699
1919	177	1937	722
1920	194	1938	756
1922	210	1939	784
1924	299	1940	790
1925	331	1941	802
1926	384	1942	823
1927	504	1943	814
1928	622	1944	874
1929	696	1945	969
1930	749	1946	1054
1931	754	1947	1200

NEW HONORARY MEMBERS

At the Annual Dinner held at the Shirley-Savoy in Denver on April 22, 1947, Certificates of Honorary Membership, previously voted by the Executive Committee, were presented to the following members:

Miss Agnes J. Kaufman, Illinois Institute of Technology
 Dr. K. P. R. Neville, University of Western Ontario
 Miss Florence McCahey, University of Nebraska

Reported to Us

A.H.P.

Following a three months' illness caused by a series of heart attacks, John M. Bly, Dean of Academic Administration at St. Olaf College, and a member of the A.A.C.R., died February 6, 1947 at the Northfield Hospital in Minnesota. At the time of his death, he was president of the North Central Association of Collegiate Registrars.

Kenneth L. Heaton has been named director of four administrative offices created to centralize the interviewing and registration of students for the fourteen schools and colleges of Boston University.

William F. Adams, for the past year Director of Admissions, has been named Dean of Admissions at the University of Alabama.

Raymond Charles Forston has been appointed Director of Admissions, Adelphi College (Garden City, New York).

Eva A. Mooar, Associate Dean and Director of Admissions, Pembroke College, Brown University, has been named Dean of Admissions.

The first institution of higher learning established by the State of Illinois, the Illinois State Normal University, celebrated its ninetieth anniversary in February. This institution was one of early teachers' colleges in the country.

The Extension Division, University of Minnesota, is offering for the first time for credit a correspondence course in which lesson material is broadcast by radio to the students. The course in American philosophy is being broadcast three afternoons each week.

The College of Music of Cincinnati will award the degree of Bachelor of Fine Arts in Radio Education on the completion of a four-year curriculum, including 50 per cent of the credits in radio and the remainder in academic and music subjects.

Ithaca College, New York, has introduced a two semester television course.

The Industries Training School at Stevens Institute of Technology, Hoboken, New Jersey, is offering a six week (33 hours a week) pre-engineer-

ing course. The course, primarily for veterans, reviews high school mathematics and science and reestablishes study habits.

Billings Polytechnic Institute and Intermountain Union College have merged to form Rocky Mountain College, Billings, Montana.

More than 25 per cent of the 850 freshmen at Rutgers University are being required to take a remedial course in English to correct deficiencies in spelling, grammar and paragraph writing.

Wives of former service men enrolled at Bucknell University may take without charge a three-hour course each semester, provided the necessary academic requirements are satisfied, and provided the class is not filled.

The School of Pharmacy of Western Reserve University is offering an optional five-year curriculum for students in pharmacy. The four-year program will be retained.

The University of Denver has issued an illustrated pamphlet entitled, "Be a Successful Roomer."

The American Institute of France, Inc., will serve as a liaison body to facilitate the exchange of qualified students and scholars between the United States and France. William F. Russell, Dean, Teachers College, Columbia University, is president of the institute.

The Pepsi-Cola Company has awarded 126 four-year scholarships, which include full tuition, traveling expenses and a \$25 monthly allowance. Participating in the contest were 18,944 boys and 19,420 girls from 9,157 high schools in the United States, Alaska, Hawaii and Puerto Rico. Six hundred forty additional seniors who were finalists in the competition won certificates and will receive \$50 awards when they enter college next fall. At least two scholarships were awarded in each of the 48 states and the District of Columbia, and one each in Alaska, Hawaii and Puerto Rico. Twenty-three additional scholarships were awarded to Negro students in those states which have separate educational systems for the colored.

A bibliography of "Educational Books of 1946," will be found in the April 26, 1947 issue of *School and Society*. Books selected by 300 educators as outstanding are starred.

Engineers in large numbers will be needed by the electrical utilities in the coming years. Based on a survey of a representative group of com-

panies employing 25 to 800 engineers, the requirements for the next 15 years will be three times as large as during the past 15 years. The survey, reported in *Electrical World*, states that from now until 1960 there must be added to engineering staffs 50 men for every 100 now employed.

A committee of the American Society for Engineering Education found that the need for engineers a year ago was more than the annual employment before the war. It is estimated that the deficit of engineers in all branches is now more than 25,000. The expected need during the next few years is twice the employment rate of pre-war days.

Princeton University will undertake a systematic analysis of student development and educational procedures. The five-year project, made possible by a grant of \$200,000 from the Carnegie Corporation of New York, has as its objective "the systematic and critical examination of residential university life, including both instructional programs and extra-curricular activities, to determine—as far as may prove possible—their results measured by the intellectual, moral, and physical development of the students."

The investigation will be a university-wide project, and will be attached to the office of the dean of the faculty and supervised by an advisory committee composed of all elements of the university. The first step will consist of statistical analyses of existing university records of a student's standing at entrance, his scholastic aptitude rating and his academic performance and extracurricular activities. Later steps will include active participation by students, alumni and faculty.

The first comprehensive study of the role of state universities in American education and of the effects of government support upon these institutions has been initiated by the Carnegie Corporation of New York. Dr. Frederic L. Paxson of the University of California will undertake the study on a grant of \$12,000.

College tuition fees have increased nearly 30 per cent in the last seven years, according to a college survey reported by Dr. George F. Zook, Chairman of the President's Commission on Higher Education. The increase ranges from 11 per cent in private business administration schools to as high as 56 per cent in law schools of public universities.

The greatest tuition increases have been in professional fields. The highest averages are in schools of medicine, dentistry and law.

The Veterans Administration reports that 1,572,049 veterans were enrolled in schools under the Servicemen's Readjustment Act on December 31, 1946 and 106,822 under the Vocational Rehabilitation Act (Public

Law 16). These figures compare with 76,802 and 27,228 as of January 1, 1946. Veterans taking on-the-job-training rose from 14,374 to 629,157 during 1946. Subsistence-allowance payments to veterans in education and training under the two acts reached 170 million dollars during December.

At the recent meeting of the American Council on Education, Dr. George F. Zook, President, reported that in his opinion "not less than one billion dollars a year is required for Federal aid to education, if we are to do more than play around with a matter of deep national concern." In response to a council questionnaire, most educators voted "yes" to a question, "Is Federal aid to education necessary and desirable"? Only 11 per cent of the representatives of national educational organizations and colleges and universities voted "No."

The Division of Higher Education of the U. S. Office of Education reports that the following research projects are in progress. (1) A survey of curricula of less than degree length in land-grant colleges and universities, in co-operation with the Association of Land-Grant Colleges and Universities; (2) an analysis of trends of student fees in land-grant colleges and universities; (3) preparation of a series of reports on improvement of teaching in dental schools, in co-operation with the American Association of Dental Schools; (4) preparation of a recruiting and information manual for prospective teachers; (5) a large-scale project on the education of adult illiterate Negroes, including the development of teachers, the preparation of materials of instruction, and the demonstration of effective teaching techniques; (6) an analysis of engineering college enrollments, to follow up the recent study of supply and demand in the engineering profession, in co-operation with the American Society for the Advancement of Engineering Education; and (7) a study of practices in the administration of faculty salaries in colleges and universities.

Carnegie Corporation of New York has appropriated \$75,000 to continue the Commission for International Educational Reconstruction which aims at building functional international understanding through its program to revive education in the war-devastated countries.

The Navy Hollaway Plan provides a four-year college education at government expense for candidates selected on the basis of competitive aptitude examinations given to high school seniors and graduates, and to Naval and United States Marine Corps enlisted men. The total selected this year will be 5,000. Fifty-two colleges and universities are participating in the program, and successful candidates will choose their own university and take any course leading to a baccalaureate degree, with the addition

of certain required courses. Tuition, uniforms and all expenses are provided by the Government and the students are paid \$600 a year.

Graduates of this Naval Reserve Officers Training Corps program, who are expected to number about 3,000 a year when the course is in full operation, must accept a commission in the Navy or Marine Corps and serve on active duty from fifteen months to two years. After this period some of the N.R.O.T.C. graduates will have an opportunity to serve another year and to apply for a permanent commission.

The U. S. Armed Forces Institute was five years old in April. Its student and alumni body numbers more than 4,250,000 and it is acquiring new matriculates at the rate of more than 10,000 a month.

In November, 1946 there was a slash of 25 per cent in the number of educational courses offered to service men, including one in economics which had been branded in some quarters as pro-communist in its teachings. Because of the changing educational level of personnel in the armed forces, the future program of the institute will concentrate on the elementary and high school levels and the freshman year of college. Advanced college courses of specific interest to the military will be retained.

The Soviet Union has approximately 700,000 students attending institutions of learning above the high-school level according to the rector of Moscow University. According to a U.S.S.R. Information Bulletin schools of higher learning in the U.S.S.R. had more than 70,000 qualified graduates last year, an increase of 150 per cent over 1945.

The Veterans Administration has approved 1200 educational institutions in 71 foreign countries for the education of veterans under the provisions of Public Law 346.

Practically all the leading universities of the world are among the approved institutions, as well as many colleges, technical schools, schools of medicine, conservatories of music, schools of art and specialized schools of many other types. Approved institutions number 256 in Canada, 159 in England, and over 50 in Australia, France, Republic of the Philippines, Switzerland and Italy besides many others. Hundreds of veterans have already enrolled in these schools, and thousands of others are planning to do so.

The U. S. Office of Education has approved temporary classroom construction at government expense of 13 per cent more than American colleges now have. Congress last year appropriated \$75,000,000 to finance the temporary construction under a program administered by the Office of Education and carried out by the Federal Works Agency. Additional funds have been asked to continue the program.

To provide greater economic security for academic and non-academic staff members, the Teachers Insurance and Annuity Association of America has announced a new type of life insurance known as Collective Level Insurance. It is designed especially for institutions without funded retirement plans, and for those whose retirement programs do not include non-academic employees. Fixed amounts of life insurance protection up to age 70 are supplied for all participants regardless of insurability. It is available at the low group rate to colleges establishing participating groups of 25 or more persons.

Friendship parcels with books, clothing, food, and educational supplies are bolstering the morale of educators in the liberated countries of Europe and Asia. The Teachers Good-Will Service appeals to the membership of the A.A.C.R. to support this project by sending packages, no heavier than 10 pounds, containing items like clothing, books, writing material, sewing kits; even smoking articles and games. Food (coffee, tea, cocoa, rice, dehydrated foods, etc.) should be packed separately. A Friendship Letter should accompany each package and it should be designated as for a man or woman, and if desired, earmarked for one of the liberated countries. Packages must be addressed to Teachers Good Will Service *Warehouse*, 35 E. 35th Street, New York 16, New York. Shipping labels costing \$1.00 to help defray expenses, must be secured from the headquarters office. A money gift of \$5.00 will provide a package. For further information, write to Teachers Good Will Service, 2 W. 45th Street, New York 19, New York.

Graduate Assistantships at the University of Kentucky

The University of Kentucky will offer two graduate assistantships in college administration, starting in September, 1947. A person now holding the master's degree could have one of these assistantships for two years—four quarters each—and obtain the Ph.D. or the Ed.D. degree. The assistantships will each pay \$100 a month for 12 months each year.

Persons interested in applying should write to Maurice F. Seay, Dean of the University and Registrar, University of Kentucky, Lexington, Kentucky.

At the annual meeting of the North Central Association held in March, 1947, the following institutions of higher education were added to the accredited list:

- Central State College, Edmond, Oklahoma
- East Central State College, Ada, Oklahoma
- Eastern New Mexico College, Portales, New Mexico
- Fairmont State College, Fairmont, West Virginia
- Indiana Central College, Indianapolis, Indiana

Midland College, Fremont, Nebraska

Minot State Teachers College, Minot, North Dakota

Northern Baptist Theological Seminary, Chicago, Illinois

St. Cloud State Teachers College, St. Cloud, Minnesota

Taylor University, Upland, Indiana

The official list of accredited colleges and universities will be published in the July, 1947 issue of the *North Central Association Quarterly*.

The final date for filing preliminary applications for accreditation by the North Central Association was officially changed from October 15th to October 1st of the year in which the application is to be acted upon.

Assistantships at Temple University

The following assistantships are available to students working toward master's and doctor's degrees in the Department of Psychology or in Teachers College. Applications for these assistantships should be made to Dr. Emmett A. Betts, Director of the Reading Clinic. An official transcript of undergraduate and graduate credits should be sent from each institution to Dean, Teachers College, Temple University, Philadelphia 22, Pennsylvania. A minimum of six semester hours of graduate work in the Reading Clinic is required before the application is acted upon by the committee. Qualifications may be completed during the summer session.

Assistantships are available in each of the eight divisions of the Reading Clinic, depending upon the applicant's professional interest. For example, students majoring in clinical psychology may be interested in the Reading Analysis Division or the Reading Clinic Laboratory School for Dyslexias. Students majoring in education may be interested primarily in the Corrective Reading Division and developmental programs of the Extension Division. Emphasis may be placed at the elementary, secondary, or college levels.

The stipends and salaries listed below are on a twelve months basis. Vacations are granted during the regularly scheduled holidays for university employees. (In addition to the positions listed below are division supervisorships, etc.)

<i>Rank</i>	<i>Salary</i>	<i>Service</i>	<i>Privileges</i>
Associate Supervisor	\$1800-\$2400	4/5 duties of full time staff member	Registration for a maximum of five hours of graduate credit.
Assistant Supervisor	\$1200-\$1800	3/4 duties of full time staff member	Registration for a maximum of seven hours graduate credit.
Senior remedial teachers, corrective teachers, clinicians	\$960	25 hours each week	Registration for a maximum of nine hours graduate credit.

Junior remedial teachers, corrective teachers, clinicians	\$600	18 hours each week	Registration for a maximum of eleven hours graduate credit.
Assistant remedial teachers, reading clinic technicians	\$360	14 hours each week	Registration for a maximum of thirteen hours graduate credit.

Texas Association of Collegiate Registrars

The Texas Association of Collegiate Registrars met in San Antonio, Texas, on March 2, 3, and 4 at the Gunter Hotel.

The meeting opened with the registration of delegates and guests on Sunday evening and also with an informal reception.

The program on Monday opened with an address of welcome by Dr. M. G. Everett, President of Trinity University.

Mr. Max Fichtenbaum, Assistant Registrar of the University of Texas, presented a paper on *A Charge of New Registrars. What The College Dean Expects of the Registrar* was discussed by Dean Alfred H. Nolle of the Southwest Texas State Teachers College. Mr. W. P. Clement, Registrar of Texas Technological College and also Chairman of the Committee on Special Projects of the A.A.C.R., discussed *What the Registrar Expects of the College Dean*.

Discussion period followed the presentation of the above papers and was led by J. T. Treadaway of St. Mary's University of San Antonio.

The afternoon session contained an address by Registrar S. Woodson Canada of the University of Missouri and President of the American Association of Collegiate Registrars, entitled *New Ivy on the Wall. Pre-Registration and Registration Procedures* were discussed by Truett K. Grant, leader, of Baylor University, and J. T. Haney of the College of Mines and Metallurgy. The formal papers were followed by open forum discussion led by E. H. Hereford of North Texas Agricultural College.

An annual banquet was held in the evening, presided over by J. T. Treadaway. The speaker of the evening was Dr. W. H. Andrew of the First Baptist Church, Bryan, Texas, who delivered an address on *Joint Obligations of Our Churches and Colleges*. A girl's octet from Incarnate Word College and Mrs. Marjorie McClung from Our Lady of the Lake College presented musical numbers.

The Tuesday morning session included a paper by Mr. Ray G. Perryman, Assistant Registrar, A. and M. College of Texas, on *The Testing Program and Its Use at the A. and M. College of Texas*. Enrollment Expectations were discussed by Registrar E. J. Mathews of the University of Texas, W. Reed Dawson and H. F. Bright of San Angelo College.

Miss Mary I. Love, Registrar of Stephen F. Austin State Teachers College, reported on the Thirty-Second Convention of the A.A.C.R.

After a business session, the meeting was adjourned.

Directory of Regional Associations

(Changes should be reported promptly to the Regional Associations Editor)

ALABAMA COLLEGIATE REGISTRARS ASSOCIATION

President, J. F. Glazner, Jacksonville State Teachers College, Jacksonville

Secretary-Treasurer, Eva Wilson, University of Alabama, University

ARKANSAS ASSOCIATION OF REGISTRARS

President, Laney J. Roberts, College of the Ozarks, Clarksville

Secretary-Treasurer, Matsye Gantt, Arkansas A. and M. College, Magnolia

CHICAGO CONFERENCE OF COLLEGE REGISTRARS

President, J. M. McCallister, Herzl Junior College, Chicago

Secretary-Treasurer, Mrs. Emma F. Muller, Chicago Teachers College

COLORADO-WYOMING ASSOCIATION OF COLLEGE REGISTRARS

President, Lulu Cuthbertson, Pueblo Junior College, Pueblo, Colorado

Secretary-Treasurer, Mrs. E. W. Gerould, Women's College, Denver, Colorado

ILLINOIS ASSOCIATION OF COLLEGIATE REGISTRARS

President, George R. Moon, University of Illinois, Chicago

Secretary-Treasurer, Kathryn Grant, George Williams College, Chicago

ASSOCIATION OF INDIANA COLLEGE REGISTRARS

President, Virfsel Roe, Franklin College, Franklin

Secretary-Treasurer, R. S. Harvey, Wabash College, Crawfordsville

KANSAS ASSOCIATION OF COLLEGIATE REGISTRARS

President, Iva V. Pickering, Friends University, Wichita

Secretary, Sister Ann Elizabeth, The Saint Mary College, Xavier

KENTUCKY ASSOCIATION OF COLLEGE REGISTRARS

President, M. E. Mattox, Eastern State Teachers College, Richmond

Secretary-Treasurer, Pearl Anderson, Transylvania College, Lexington

LOUISIANA ASSOCIATION OF COLLEGIATE REGISTRARS

President, Carmel V. Discon, Loyola University, New Orleans

MICHIGAN ASSOCIATION OF COLLEGIATE REGISTRARS

President, Marvin F. Pahl, Albion College, Albion

Secretary, Cora Van Kuikan, Michigan State College, East Lansing

MIDDLE STATES ASSOCIATION OF COLLEGIATE REGISTRARS

President, Alfred D. Donovan, Pratt Institute, Brooklyn, N.Y.

Secretary-Treasurer, John M. Rhoads, Temple University, Philadelphia

MISSISSIPPI ASSOCIATION OF COLLEGE REGISTRARS

President, G. J. Everett, Holmes Junior College, Goodman

Secretary, Annie McBride, Belhaven College, Jackson

MISSOURI ASSOCIATION OF COLLEGIATE REGISTRARS

President, Robert R. Haun, University of Kansas City

Secretary, Martha C. Ricketts, Central College, Fayette

NEBRASKA BRANCH AMERICAN ASSOCIATION OF COLLEGIATE REGISTRARS

President, E. H. Hayward, Peru State Teachers College, Peru

Secretary-Treasurer, Alice Smith, University of Omaha

NORTH CAROLINA ASSOCIATION OF COLLEGIATE REGISTRARS

President, A. L. Hook, Elon College, Elon College

Secretary-Treasurer, Letha Brock, Greensboro College, Greensboro

NORTH CENTRAL ASSOCIATION OF COLLEGE REGISTRARS

President, W. B. Gray, Cornell College, Mt. Vernon, Iowa

Secretary-Treasurer, A. H. Parrott, North Dakota Agricultural College, Fargo

ASSOCIATION OF OHIO COLLEGE REGISTRARS

President, Lawrence C. Underwood, Hiram College, Hiram
 Secretary-Treasurer, Helen Burgoyne, University of Cincinnati

OKLAHOMA ASSOCIATION OF COLLEGIATE REGISTRARS

President, L. E. Solomon, Oklahoma Baptist University, Shawnee
 Secretary-Treasurer, Virginia Embree, Oklahoma College for Women, Chickasha

PACIFIC COAST ASSOCIATION OF COLLEGIATE REGISTRARS

President, Joe H. West, San Jose College, San Jose, California
 Secretary, Mrs. Ethelyn Toner, University of Washington, Seattle

SOUTH CAROLINA ASSOCIATION OF COLLEGIATE REGISTRARS

President, L. A. Prouty, The Citadel, Charleston
 Secretary, Elizabeth Tribble, Anderson College, Anderson

SOUTHERN ASSOCIATION OF COLLEGE REGISTRARS

President, Lloyd W. Chapin, Georgia School of Technology, Atlanta

TENNESSEE ASSOCIATION OF COLLEGIATE REGISTRARS

President, William H. Vaughan, George Peabody College, Nashville
 Secretary-Treasurer, J. Ridley Stroop, David Lipscomb College, Nashville

TEXAS ASSOCIATION OF COLLEGIATE REGISTRARS

President, Claude Elliott, Southwest Texas State Teachers College, San Marcos
 Secretary-Treasurer, Celeste Kitchen, Lamar College, Beaumont

UTAH ASSOCIATION OF COLLEGIATE REGISTRARS

President, J. Orin Anderson, Snow College, Ephraim
 Secretary, Jeanne M. Home, University of Utah, Salt Lake City

VIRGINIA ASSOCIATION OF COLLEGIATE REGISTRARS

President, W. M. Drake, Washington and Lee University, Lexington
 Secretary, Mary C. Fugate, Averett College, Danville

WEST VIRGINIA ASSOCIATION OF COLLEGIATE REGISTRARS

President, J. Everett Long, West Virginia University, Morgantown
 Secretary, S. L. McGraw, Concord College, Athens

WISCONSIN ASSOCIATION OF REGISTRARS

President, A. S. Lyness, Central State T.C., Stevens Point
 Secretary, Miss M. B. Alexander, University of Wisconsin, Madison

Employment Service

Notices must be accompanied by a remittance in full in favor of *The American Association of Collegiate Registrars* and should be sent to the Editor in care of the *Office of the Registrar, Miami University, Oxford, Ohio*.

Notices will be inserted in the order of their receipt.

Rates: For four insertions, limited to not more than fifty words, including the address, two dollars. Additional insertions at the regular rate. Extra space will be charged at the rate of five cents a word.

In making this page available to those seeking personnel and to those seeking employment, the Association expects that at least some reply will be made to all those answering announcements. The Association assumes no obligation as to qualifications of prospective employees or responsibility of employers.

ADVANCEMENT WANTED: As registrar or Academic Dean by man. M. A., 41, married, fifteen years school administration and teaching, also office secretarial and statistical, now registrar-business manager small college. Prefer Protestant affiliated liberal arts college north central states. Credentials from a state university available. Reply L, Care Editor. (3)

POSITION WANTED: As Registrar, Assistant Registrar or Administrative Assistant, by women with eight years of experience, M.A. degree. Prefer location in midwest or far west. Reply EW, care Editor. (3)

REGISTRAR (MALE) WANTED: Men's college, developing into university; catholic preferred; salary in proportion to training and experience. Address H, care Editor. (2)

POSITION WANTED: As College Recorder, Secretary, Publisher, or Foreign Student Adviser. Experience: past four years, secretary to Secretary of College, work including advising foreign students; eight years previous, junior high school English teacher. Woman, age 32, A.B. degree, Phi Beta Kappa, graduate study in English. Address FLB, care Editor. (1)

INDEX TO VOLUME XXII

- Adams, William F.: Registration Procedures, 530-534
- Admission Procedures, Toward Improving the, 38-48
- Advisory Service of the Commission on Accreditation, an, 471-476
- Approach to Social Technology, an, 432-441
- Assumptions of Democracy, the, 173-175
- Bell, Bernard Iddings: Education in a World of Uncertainty, 401-412
- Biarritz American University, Counseling of Students at, 5-13
- Borow, Henry B.: Current Problems in the Prediction of College Performance, 14-26
- : The Measurement of Academic Adjustment, 274-286
- Brown, Grace H.: The College Schedule, 27-33
- Business Machines in Registration, 512-519
- Business Sessions of the A.A.C.R., 542-571
- Capitalization Disabilities of College Freshmen, 317-327
- Changes in Semester Hour and Subject Matter Requirements for the Bachelor's Degree in Liberal Arts Colleges, 1890-1940, 328-333
- Cherrington, Ben M.: The Impact of International Relations on Higher Education, 464-470
- China's Universities in War and Peace, 442-451
- College Level Tests of General Educational Development, the, 519-527
- College Schedule, the, 27-33
- Comparative Academic Records of Veterans and Civilian Students, 170-180
- Concord College Plans a Field Service Program, 341-345
- Cornell, F. G.: Higher Education Enrollment in the Fall of 1946, 147-158
- Counseling, 539-541
- Counseling of Students at Biarritz American University, 5-13
- Cowley, W. H.: The Government and Administration of Higher Education: Whence and Whither? 477-491
- Current Problems in the Prediction of College Performance, 14-26
- Delegates and Guests, Thirty-Third Annual Convention of the A.A.C.R., 574-583
- Developing Role of the Registrar, the, 164-167
- Dingilian, David H.: An Approach to Social Technology, 432-441
- Dressel, Paul L.: The Use of the USAFI General Educational Development Tests, 287-292
- Education in a World of Uncertainty, 401-412
- Enrollment in the Fall of 1946, Higher Education, 147-158
- Enrollment Trends in Higher Education, 413-431
- Esterline, John H.: UNESCO: International Experiment in Education, 261-273
- Evaluating Credentials of Foreign Students, 534-539
- Experimental Training for the Registrar, 58-63
- Faculty Personnel for the Emergency, 64-67
- Feaster, Eston K.: Concord College Plans a Field Service Program, 341-345
- Fichtenbaum, Max, and W. B. Shipp: Grade Records and Tabulating Machines, 293-301
- Field Service Program, Concord College Plans a, 341-345
- Flesher, Marie A. and Ronald B. Thompson: Comparative Academic Records of Veterans and Civilian Students, 176-180
- Foreign Students, Evaluating Credentials of, 534-539
- Future of the "Veteran Problem" in American Colleges, the, 334-340

- Garrett, Thomas: Experimental Training for the Registrar, 58-63
- General Educational Development Tests, the College Level, 519-527
- General Educational Development Tests, the Use of the USAFI, 287-292
- Gobble-de-Gook in the Administration of Veteran's Affairs, 492-501
- Goode, Delmer M.: The Student as a Factor in His Education, 180-182
- Government, the, and Administration of Higher Education: Whence and Whither? 477-491
- Grade Records and Tabulating Machines, 293-301
- Grammatical Usage Disabilities of the College Freshmen, 49-57
- Guiler, Walter Scribner: Capitalization Disabilities of College Freshmen, 317-327
- : Grammatical Usage Disabilities of College Freshmen, 49-57
- : Punctuation Disabilities of College Freshmen, 183-191
- Hauptman, Leo M.: Transcripts from Transient and Non-Degree Students, 527-529
- Heaton, H. L.: The Developing Role of the Registrar, 164-167
- Henry, David D.: The Future of the "Veteran Problem" in American Colleges, 334-340
- Higher Education Enrollment in the Fall of 1946, 147-158
- High School Principal Speaks to the Registrar, the, 346-349
- Hoffman, William S.: Penn State Solves the Problem, 72-75
- Hollis, Ernest V.: Faculty Personnel for the Emergency, 64-67
- How Fares the Veteran? 159-163
- Humphreys, J. Anthony: The College-Level Tests of General Educational Development, 519-527
- : Problems of Personnel Service and the Veteran, 311-316
- Impact of International Relations on Higher Education, the, 464-470
- Instructional Rank and Degrees Held in Forty-Five College Faculties, a Study of, 168-172
- International Relations, the Impact of on Higher Education, 464-470
- Jimerson, John A.: Counseling of Students at Biarritz American University, 5-13
- Jones, William C.: The Assumptions of Democracy, 173-175
- Linton, Robert S.: Business Machines in Registration, 512-519
- Maul, Ray C.: The Teacher Shortage in Higher Education, 452-463
- McGraw, S. L.: The Gobble-de-Gook in the Administration of Veterans' Affairs, 492-501
- Measurement of Academic Adjustment, the, 274-286
- Medical Education Past and Present, 302-310
- Membership in the American Association of Collegiate Registrars, 584-585
- Metz, G. E.: The Registrar's Paradox, 192-196
- Microprint or Microfilm for the Registrar's Records, 34-57
- Miller, Ernest L.: The National Conference on UNESCO, 502-507
- Miner, Robert J.: How Fares the Veteran? 159-163
- Miscampbell, Floydine D.: An Advisory Service of the Commission on Accreditation, 471-476
- Moon, George: Medical Education Past and Present, 302-310
- National Conference on UNESCO, the, 502-507
- New-Old Curriculum, a, 68-71
- Office Organization, 508-512
- Park, Clyde W.: Salute to the Professors, 350-352
- Park, Julian: A New-Old Curriculum, 68-71
- Penn State Solves the Problem, 72-75
- Prator, Ralph A.: Office Organization, 508-512
- Prediction of College Performance, Current Problems in the, 14-26

- Problems of Personnel Service and the Veteran, 311-316
- Punctuation Disabilities of College Freshmen, 183-191
- Registrar's Paradox, the, 192-196
- Registration by States, Denver Convention of the A.A.C.R., 583-584
- Registration of Meetings of the A.A.C.R., 584-585
- Registration Procedures, 530-534
- Richardson, Orvin T.: Changes in Semester Hour and Subject Matter Requirements for the Bachelor's Degree, 1890-1940, 328-333
- Rosenlof, G. W.: Toward Improving the Admission Procedure, 38-48
- Russell, John Dale: Enrollment Trends in Higher Education, 413-431
- Sage, J. R.: Counseling, 539-541
- Salute to the Professors, 350-352
- Schedule, the College, 27-33
- Shipp, W. B., and Max Fichtenbaum: Grade Records and Tabulating Machines, 293-301
- Siegal, Herbert William: A Study of Instructional Rank and Degrees Held in Forty-Five College Faculties, 168-172
- Social Technology, an Approach to, 432, 441
- Southwick, Arthur F.: Evaluating Credentials for Foreign Students, 534-539
- Stewart, Leonard P.: The High School Principal Speaks to the Registrar, 346-349
- Student as a Factor in His Education, the, 180-182
- Tabulating Machines, Grade Records and, 293-301
- Teacher Shortage in Higher Education, the, 452-463
- Thompson, Ronald B., and Marie A. Flesher: Comparative Academic Records of Veteran and Civilian Students, 176-180
- Toward Improving the Admission Procedure, 38-48
- Transcripts from Transient and Non-Degree Students, 527-529
- UNESCO: International Experiment in Education, 261-273
- UNESCO: National Conference on, the, 502-507
- Use of the USAFI General Educational Development Tests, the, 287-292
- Veteran:
- Comparative Academic Records of Veteran and Civilian Students, 176-180
 - The Future of the "Veteran Problem" in American Colleges, 334-340
 - Gobble-de-Gook in the Administration of Veterans' Affairs, —
 - How Fares the Veteran? 159-163
 - Problems in Personnel Service and the Veteran, 311-316
- Votaw, Maurice: China's Universities in War and Peace, 442-451
- Wilson, Eugene H.: Microprint or Microfilm for the Registrar's Records, 34-57

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